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ABSTRACT

In this pilot program, pretrial manpower services are provided for first offenders in juvenile and adult courts in the District of Columbia. The project offers intensive services to selected youthful arrestees during a 90-day continuance of their trials. At the end of this period charges may be dropped, on the recommendation of the project staff. About 60 percent of the first 162 participants whose cases received judicial review had their charges dismissed because of satisfactory project participation. Project staff consists of Volunteers in Service to America and community volunteers for supportive services, as well as some ex-offenders. Job placement for youth has been the most serious problem in a city with little industry. The re-arrest rate for participants was 9 percent after the first year and a half of operation. The primary objective of the second phase is to provide an assessment of the impact of project services on participants, but will include continued exploration and improvements. (Author/BH)

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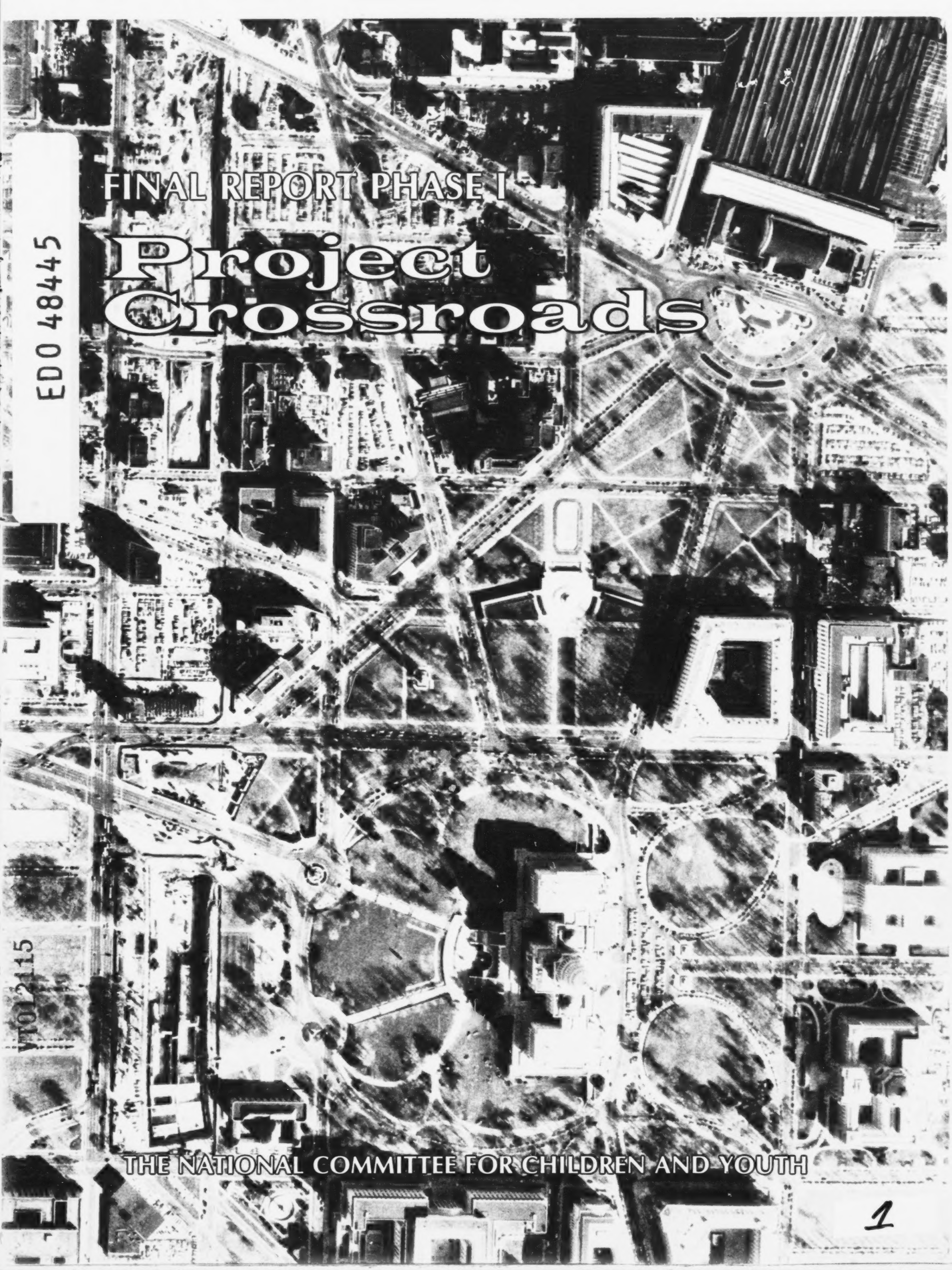

FINAL REPORT PHASE I

# Project Crossroads

THE NATIONAL COMMITTEE FOR CHILDREN AND YOUTH

1

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The Manpower Administration
United States Department of Labor

# FINAL REPORT

## PROJECT CROSSROADS–PHASE I
(January 15, 1968–May 15, 1969)
Contract Number: 82-34-68-15

THE NATIONAL COMMITTEE FOR CHILDREN AND YOUTH
Washington, D. C.

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## ACKNOWLEDGMENTS

The National Committee for Children and Youth and the staff of Project Crossroads thank the following persons and organizations who have helped in making the program a reality:

- The staff of the Office of Special Manpower Programs, Manpower Administration, U. S. Department of Labor, in particular:
  Mr. Seymour Brandwein, Director
  Mr. William Throckmorton, Project Officer
- The staff of the D. C. Court of General Sessions, in particular:
  The Honorable Harold H. Greene, Chief Judge
  The Honorable James A. Belson, Associate Judge
- The staff of the D.C. Juvenile Court, in particular:
  The Honorable Morris Miller, Chief Judge
  Miss Mathea Falco, Law Clerk
  Mr. Edgar Silverman, Director of Social Services
- The staff of the U. S. Attorney's Office for the District of Columbia, in particular:
  Mr. David G. Bress, United States Attorney
  Mr. Joel D. Blackwell, Chief, Criminal Division (Retired)
  Mr. Henry Greene, Assistant U.S. Attorney
  Mr. Charles Work, Assistant U.S. Attorney
- The staff of the District of Columbia Bail Agency
- The staff of the Legal Aid Agency for the District of Columbia
- The Office of Economic Opportunity, VISTA Mid-Atlantic Region, in particular:
  Mr. Wilbur Ross, Program Officer
  Miss Sylvia Brown, Program Assistant
- Mrs. Mary Gormley, D. C. Board of Education
- Lieutenant Jane Rich, Youth Division, Metropolitan Police Department
- Harvey Sweetbaum, Ph.D., Consultation and Guidance Center
- Mrs. Sylvia McCollum, Education Specialist, U.S. Bureau of Prisons
- Mrs. Patricia Wald, Attorney
- Mrs. Helen Anne Bertke and Miss Ann Jacobs, Community Volunteers
- The Washington Post and Washington Star Newspapers
- Radio Stations: WWDC, WMAL, WAVA, and WAMU-FM

Finally, our thanks to the many individuals and agencies not listed who, through their active support and encouragement, contributed substantially to the fulfillment of the goals of Project Crossroads, Phase I.

## FOREWORD

Crime has become one of the most virulent diseases of our society--a disease for which no certain cure has been found. The President of the United States, in his recent State of the Union message, called for " . . . war against the criminal elements which increasingly threaten our cities, our homes and our lives." The President asked for "new and stronger weapons" to wage this war.

Perhaps, in this report of Project Crossroads, Phase I, we may identify a few "weapons" which we believe can be effective in the continuing search for answers to this growing problem.

Given an opportunity for a job that pays a decent salary, with a chance for advancement, and provided adequate training to qualify for the job, will a young person choose crime? We don't believe he will. This isn't a simple solution, of course, for each youth presents a different problem and a new challenge. It is only by recognizing the needs of each individual that we can reach young people in their first conflict with the law.

If these young people can be turned aside from lawbreaking before they have established a "record," there is greater hope that they will refrain from committing further acts of delinquency and crime. One of the most crippling handicaps a young person can have in seeking a career is a record of conflict with the law. If redirection and new motivation can be achieved before the habit of lawbreaking has been established, prevention, the most powerful weapon against crime, is in our hands.

Whatever gains or successes have been achieved are due, to a large degree, to the tireless devotion of Leon Leiberg and his capable staff. Mr. Leiberg's creative approach to the needs of young people in trouble has produced an innovative program of delinquency and crime prevention and social justice.

The National Committee for Children and Youth is honored that the Manpower Administration of the Department of Labor has seen merit in our proposals for programs to assist young people in the urban setting and we are grateful for the financial support which made Project Crossroads, Phase I, possible.

Isabella J. Jones,
Executive Director
National Committee for Children and Youth

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# I. SUMMARY AND FACT SHEET

## A. Summary

In the fall of 1967, when the National Committee for Children and Youth was in the process of transferring operational features of its MDTA experimental prisoner training program, Project Challenge, to the District of Columbia Department of Corrections, it was invited by the Manpower Administration to submit a proposal for a pilot program of pre-trial manpower services for first offenders in the District of Columbia court system. At the time, the Manpower Administration had just granted approval for a pre-trial project in New York City to be administered by the Vera Institute of Justice, but desired a similar effort in a different urban setting, conducted by a non-legal character institution and with increased emphasis on youth.

NCCY's proposed program was approved in January 1968, and after three months of preparation and staff recruitment, began operations in the District of Columbia Juvenile Court under the name of Project Crossroads. In September 1968, the project was extended to adult defendants in the District of Columbia Court of General Sessions.

In both the Juvenile and General Sessions Courts, a 90-day community-based program of manpower services--including counseling, job and training placements, and remedial education--was offered to young men and women in the pre-trial stage of the court process who met the following general criteria:

1. 16-26 years of age

2. No prior convictions (for adult defendants, previous juvenile records not involving institutionalization for a delinquency offense were disregarded).

3. Not presently charged with crimes of violence against the person.

4. Presently unemployed, underemployed or in jeopardy of losing a current job as a result of arrest, and/or a school dropout or only tenuously enrolled in school.

5. Voluntarily agree to project participation and approved for such participation by the court.

Upon completion of the three-month program, a youth's performance in the project is reported to the court and, if warranted, a recommendation is made that the charges pending against him be dismissed.

Project Crossroads was designed for implementation in two 16-month phases. Phase I (January 15, 1968-May 15, 1969), which this report covers, was devoted to exploration and development in the areas of program concepts, staffing, administration, human services, and the utilization of community and VISTA volunteers. It had an enrollment goal of 350 first offenders. During Phase II, which will cover the period of May 16, 1969, to September 15, 1970, program effectiveness will be measured and assessed, with particular reference to the feasibility of its replication in other jurisdictions. At the end of Phase II, during which 400 additional enrolees will be served, the project's local operations will be transferred to either an established or specially created permanent agency.

During its first phase, Project Crossroads enrolled 347 youths from both courts--204 juveniles and 143 adults. Approximately 60 percent of the 162 enrollees whose cases received judicial review during Phase I had their charges dismissed because of satisfactory project participation--70 percent of the adults and 40 percent of the juveniles.

From the standpoint of developmental objectives, the general feasibility of a pre-trial diversion program was established during the first phase, including obtaining the very important acceptance and cooperation of the police-court system. The feasibility of using "new careers" personnel as line staff and VISTA and community volunteers for supportive services such as remedial education and related activities was also satisfactorily demonstrated.

There were, however, chronic problems in certain areas of project operations during Phase I that were not satisfactorily resolved by the end of the period. Chief among these was the difficulty of establishing a systematized pre-trial diversion program in the Juvenile Court. Because of court backlogs and other administrative considerations, juvenile participants could not be given specific judicial hearing dates at the time of their project enrollment. Consequently, many juveniles were enrolled much longer than ninety days before judicial review of their cases, and a sizeable number had to be terminated from the project before judicial review, and after more than three months of participation, simply because of growing counselor caseloads. Moreover, there was no commitment by Juvenile Court authorities to follow project recommendations about case dispositions. Only about 60 percent of project staff recommendations that charges against a juvenile participant be dismissed were followed by the court, whereas virtually all project recommendations were followed in the adult jurisdiction.

Two other problem areas were counseling and employment. The project's counseling program suffered from a diversity of views among staff members as to counseling objectives and from the staff's inability to maintain a viable group counseling program. In addition, as project enrollment of female participants increased, their relatively more demanding counseling needs pointed up the limited ability of the project's all-male counseling staff to deal effectively with a mixed offender population.

In the area of employment, job placement and vocational training resources for out-of-school youth 16-17 years of age were very few, and placement of teenage students who required part-time employment necessitated time consuming and usually unrewarding canvassing of neighborhood businesses. Transportation costs to jobs in the suburbs were an obstacle to older participants as were the expenses of uniforms and tools as job prerequisites.

During Phase II, exploration will continue and attempts will be made to test other approaches to the various problems which affected program efficiency during the first contact period. Particular attention will be given to bringing the project's Juvenile Court program into line with the experimental period of a 90-day pre-trial diversion program conducted in the General Sessions Court. In the area of employment services, greater emphasis will be placed on job development for younger participants, on obtaining a reservoir of part-time jobs for students through the local Board of Trade, and on stimulating the initiation of a year-round government employment program for teenage youth similar to that provided during the summer months. An emergency loan fund will be established during Phase II to provide for participants' initial job transportation costs and other needs evident during Phase I, such as uniforms, tools, food and emergency housing.

Improvement of the counseling program began in the last quarter of Phase I and will continue into the next phase. A professionally supervised in-service training program on individual counseling objectives and techniques was conducted for all staff and VISTA volunteers during April, and in May, counseling staff began a special six-week course in group leadership at the local Federal City College. Recruitment of an experienced female counselor to improve project services to female participants was also underway at the close of the first phase.

Since the primary objective of the project's second phase is to provide an assessment of the impact of project services on participants, post-project recidivism and employment characteristics of former enrollees will be compared to those of matched control groups selected from both the Juvenile and General Sessions Courts. A cost-effectiveness analysis of the project will also be undertaken. The results of both studies will be presented in the Final Report on Project Crossroads, in September 1970.

B.

## PROJECT CROSSROADS - PHASE I
## FACT SHEET

As of: May 15, 1969

OPERATING AGENCY: The National Committee for Children and Youth
1145 Nineteenth Street, N.W.
Washington, D.C. 20036

FUNDING AGENCY: Manpower Administration, U.S. Department of Labor

STARTING DATE: January 15, 1968 (Court Operations: April 22, 1968)

COMPLETION DATE: May 15, 1969 (Phase I)

PROGRAM DESCRIPTION:
A demonstration investigation of the reaction of 350 first offenders, male and female, ages 16 to 25, provided intensive pre-trial manpower services as an alternative to delinquency adjudication or criminal prosecution in either the Juvenile Court or the General Sessions Court of the District of Columbia.

AREA OF OPERATION:
District of Columbia Metropolitan Area

STATISTICAL DATA:

| | | |
|---|---|---|
| Total Participants | | 548 |
| - Juvenile Court enrollees | (204) | |
| - General Sessions Court enrollees | (143) | |
| - Unofficial participants | (201) | |
| Total Enrollees | | 347 |
| - Pending judicial action at enrollment | (298) | |
| - Not pending judicial action at enrollment | ( 49) | |
| Enrollees Completing or Terminated from Project Program | | 244 |
| Legal Status at Completion of or Termination from Project Program: | | |
| Total Number | | 244 |
| Adults | | |
| - Charges dismissed | ( 69) | |
| - Case sent to trial for unsatisfactory participation | ( 30) | |
| Juveniles | | |
| - Charges dismissed | ( 26) | |
| - Judicial action deferred at enrollment | ( 43) | |
| - Fined or on probation | ( 20) | |
| - Continued for trial | ( 9) | |
| - Continued for social study | ( 8) | |
| - Still awaiting judicial action | ( 39) | |
| Active Enrollees as of May 15, 1969 | | 103 |
| - Pending judicial action | ( 97) | |
| - Not pending judicial action | ( 6) | |
| Total Employment and Training Placements by Project | | 395 |
| - Initial placements of enrollees | (188) | |
| - Replacements of enrollees | (105) | |
| - Placements of unofficial participants | (102) | |
| Total Placements of Enrollees by Project | | 293 |
| - Jobs | (151) | |
| - Training | (142) | |
| Total Participants in Remedial Education Program | | 163 |
| - Enrollees | (115) | |
| - Unofficial participants | ( 48) | |
| Total Hours of Remedial Education Provided | | 3050 |
| Total Number of Enrollees Re-arrested | | 31 (9%) |

******

SPECIAL FEATURE: VISTA Volunteer Involvement in Pre-Trial Services

PROJECT OFFICES:
527 Sixth Street, N.W.
Washington, D.C. 20001
TELEPHONE: (202) 628-7885

629 F Street, N.W.
Washington, D.C. 20001
TELEPHONE: (202) 783-8853

## II. THE PROGRAM

### A. Rationale

It is a well-documented fact that offenders committed to a correctional institution most often do not receive the kind of services that are effective in helping them avoid repetition of criminal behavior. Life in prison or a correctional institution tends to embitter and harden individuals, particularly if their experience in confinement is non-productive. Incarceration does not bring about meaningful personality changes nor does it result in long-range benefits to society or the offender.

Even if a convicted offender is not incarcerated but placed on probation, he is rarely provided the types of services and the individual attention that will preclude his subsequent resort to criminal activity. In addition, he has a criminal record which severely circumscribes his future employment prospects.

Two principles presently recognized in the treatment of mental illness--decentralization and non-institutionalization--can avoid most of the liabilities of the present criminal justice system and are believed to be valid in dealing with an offender population. Project Crossroads is an attempt to investigate in an experimental and demonstration setting the reaction of a sizeable number of first offenders offered an alternative to adjudication and incarceration. The underlying tenets of this program are the beliefs that, given an acceptable alternative to criminal activity, the majority of young people will hold to the principle of individual responsibility and self-sustaining pride in accomplishment, and that the rise in crime and delinquency among the young can be reduced by attention to the first offender and the application of manpower services to his problems.

### B. Juvenile Court Procedures*

The Juvenile Court component of Project Crossroads was initiated in April 1968, after three months of planning, staff recruitment and negotiation with court authorities.

After several weeks of experimentation, project recruitment procedures were focused on the point of initial juvenile contact with the court process. Juvenile Court intake workers, who interview each youth referred to the court on a delinquency complaint and decide whether or not he is to be petitioned for a court hearing, refer cases meeting Crossroads criteria to project recruiters stationed in the court. Those youths accepted by the project are enrolled for varying periods, depending on their legal status.

Youths whose charges are dismissed at the point of court intake contingent on their participation in Project Crossroads are generally enrolled for ninety days, at the end of which time they are closed out as active enrollees unless their counselor feels that they need close support for a longer period of time. Youths who were petitioned for initial hearings at the time of their referral to the project are enrolled until their court dates. This may be as long as eight or nine months in some cases, and in all cases it is an indefinite period, since hearing dates are not known to juvenile respondents until about one week before the scheduled hearing.

While a juvenile is enrolled, all project services, including counseling, job or training placement and educational assistance, are made available and he is assigned to a project community worker (counselor). Periodic reports on the progress of each participant who is pending judicial action are made by phone and letter to the court intake worker who originally referred the case to Crossroads. At the time of a participant's initial hearing or other post-enrollment court appearance, his project counselor presents a

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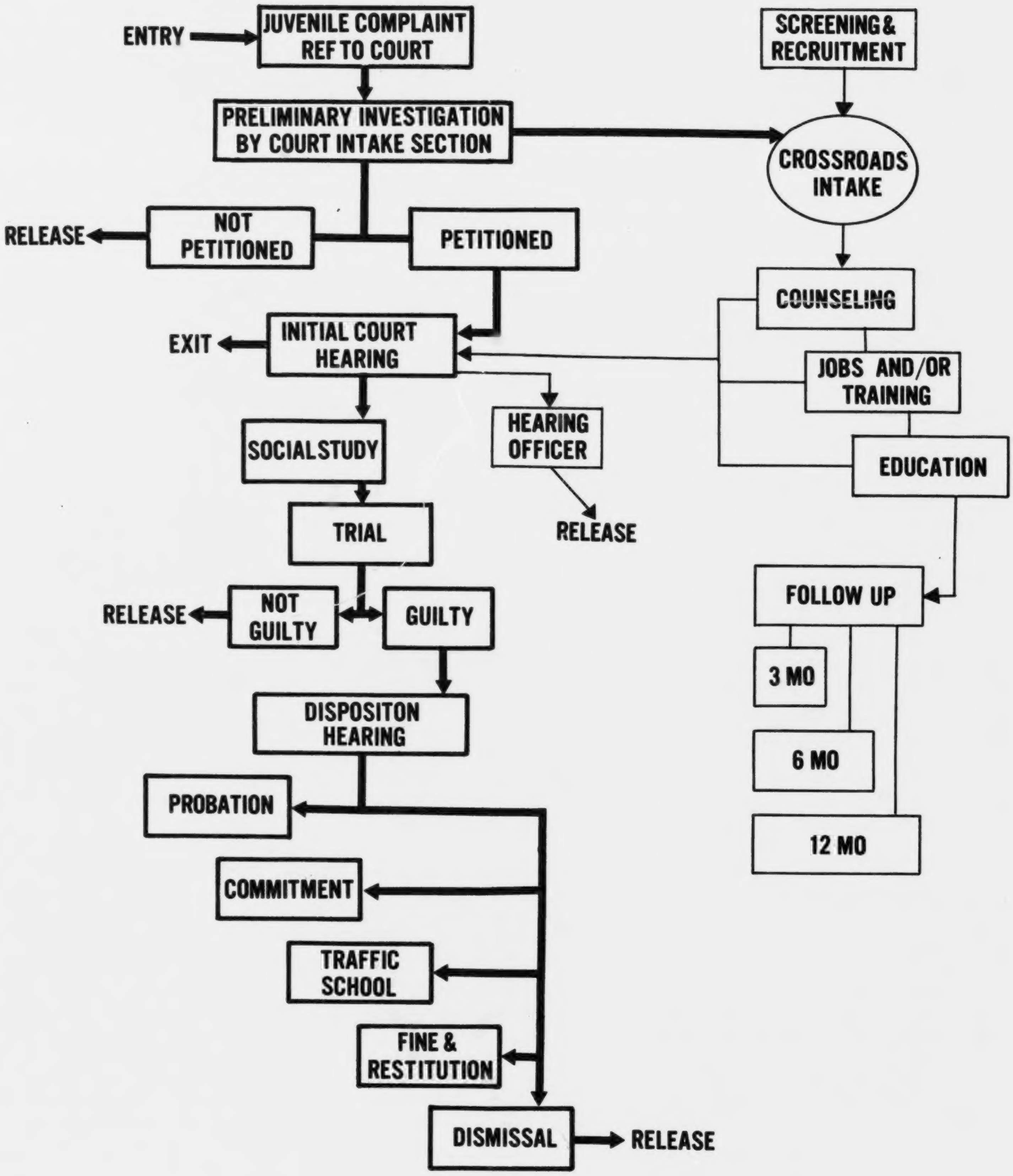
*See Appendix A for a detailed account of the development of the project's Juvenile Court program.

# CROSSROADS AT JUVENILE COURT


ENTRY
JUVENILE COMPLAINT REF TO COURT
SCREENING & RECRUITMENT
PRELIMINARY INVESTIGATION BY COURT INTAKE SECTION
CROSSROADS INTAKE
RELEASE
NOT PETITIONED
PETITIONED
COUNSELING
EXIT
INITIAL COURT HEARING
JOBS AND/OR TRAINING
SOCIALSTUDY
HEARING OFFICER
EDUCATION
RELEASE
TRIAL
FOLLOW UP
RELEASE
NOT GUILTY
GUILTY
3 MO
6 MO
DISPOSITON HEARING
PROBATION
12 MO
COMMITMENT
TRAFFIC SCHOOL
FINE & RESTITUTION
DISMISSAL
RELEASE

summary of his project involvement and progress, and may make a recommendation to the court as to disposition of the case. If the facts justify a recommendation that the charges against the participant be dismissed, the counselor is present in court; if the counselor is unable to recommend a favorable disposition of the participant's case, a letter stating the facts of the participant's involvement in the project is forwarded for consideration by the judge.

The point of initial hearing, irrespective of the case disposition, is usually the point of termination of a youth's project enrollment. If there is a final disposition at the hearing (i.e., if the charges are dismissed, or if the youth is fined or placed on probation after admitting "involvement"), the project can have no further effect on court action, while if a case is continued beyond the initial hearing point by the court, either for social study or for trial, the project has obviously failed to divert the youth from formal court processing. Services continue to be made available to former participants should they wish to avail themselves of education or training programs.

In January 1969, the chief judge of the Juvenile Court agreed to an experiment called the "consent agreement program" from the title of the document signed by juveniles wishing to participate. This program, available to twenty-five selected youths referred by the court and whose parents have agreed to their project participation, incorporated two modifications of the regular Juvenile Court program which made it truly a pre-trial diversion effort--specific court dates set ninety days from the date of enrollment and a commitment by the court to accept project recommendations as to case dispositions. If this experiment, which was fully under way in the closing months of the contract period, proves successful, its features may be expanded to the regular Crossroads Juvenile Court program during its second phase.

### C. General Sessions Court Procedures*

Project Crossroads was expanded to adult defendants in the District of Columbia General Sessions Court in September 1968, and conforms closely to the pre-trial diversion concept advocated in the original NCCY proposal to the Department of Labor.

Project recruitment procedures closely parallel normal court processing of adult defendants. All screening of potential enrollees, including obtaining the assent of the U.S. Attorney's Office in each case, is completed between the time a defendant appears in the court cellblock and the time he is arraigned--a period of about three hours. At the time of arraignment, the defendant's counsel requests and receives a ninety-day continuance in the case, the prescribed period of project participation, and the defendant is released on his personal recognizance.

During the three-month enrollment period, bi-weekly progress reports on the participant's activities and progress are forwarded to the U.S. Attorney's Office and placed in his case file. Several days before the scheduled trial date, a final letter summarizing his project involvement is written and, if his performance has been satisfactory, will include a recommendation that the pending charges not be prosecuted.

If a participant's final letter recommends favorable action by the court, a disposition conference is held, usually on the day before his trial date, involving the defendant, his attorney and project counselor, and a representative of the U.S. Attorney's Office. At this conference the defendant's case and his project participation are reviewed and a decision made on the recommendation. The U.S. Attorney's Office has complied with all project recommendations for favorable dispositions during Phase I. If a participant's performance has been unsatisfactory, no recommendation is made in the final letter, there is no disposition conference, and his case goes to trial on the scheduled date, without prejudice.

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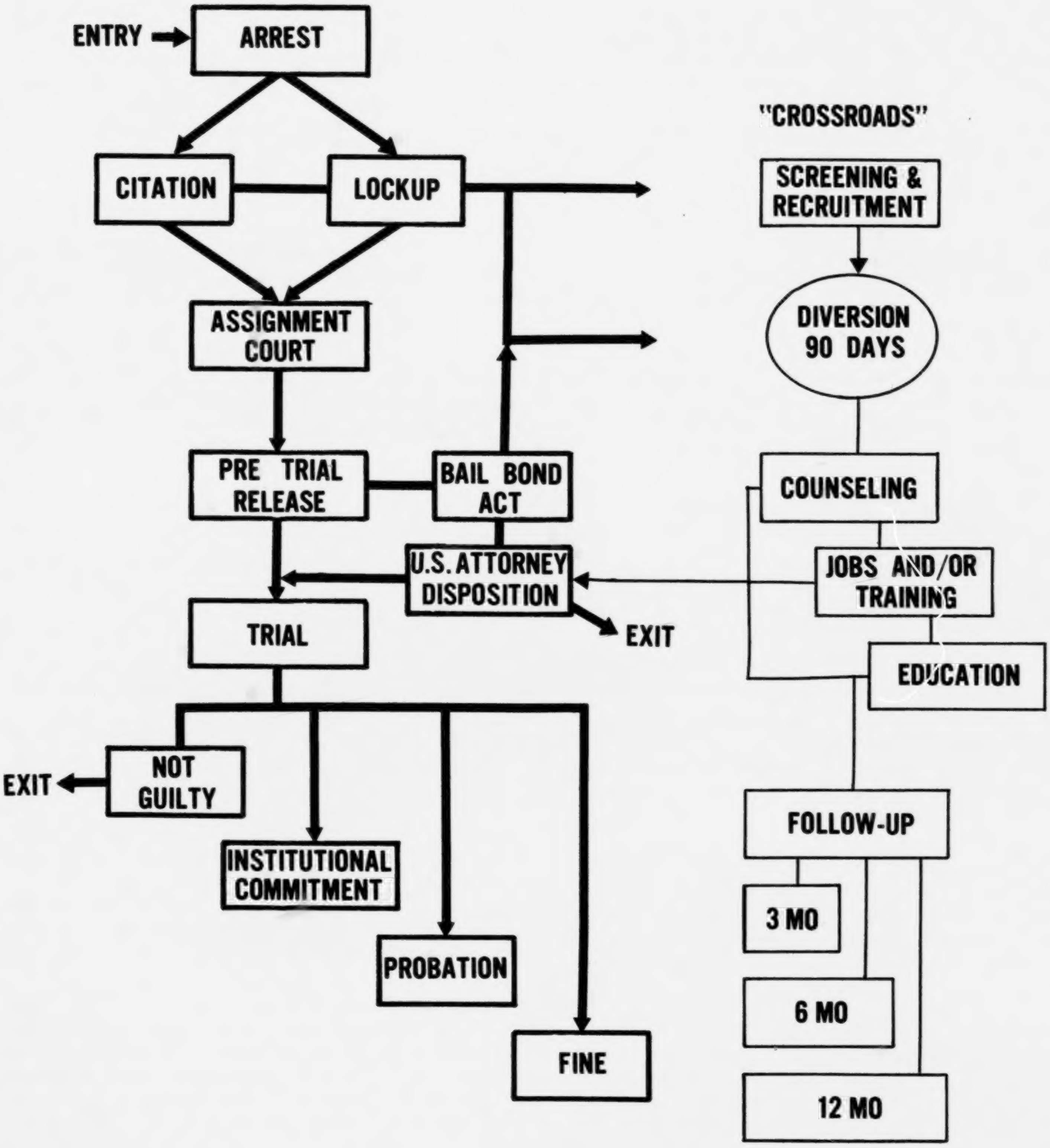
*See Appendix B for a detailed account of the project's General Sessions Court program.

# CROSSROADS IN D. C. COURT OF GENERAL SESSIONS


ENTRY
ARREST
CITATION
LOCKUP
ASSIGNMENT COURT
PRE TRIAL RELEASE
BAIL BOND ACT
U.S. ATTORNEY DISPOSITION
EXIT
TRIAL
NOT GUILTY
EXIT
INSTITUTIONAL COMMITMENT
PROBATION
FINE
"CROSSROADS"
SCREENING & RECRUITMENT
DIVERSION 90 DAYS
COUNSELING
JOBS AND/OR TRAINING
EDUCATION
FOLLOW-UP
3 MO
6 MO
12 MO

If a participant is terminated unfavorably or desires to withdraw from the project before the end of his ninety-day enrollment period, the U.S. Attorney's Office is notified so that the youth's continuance date can be vacated and his trial held as speedily as possible.

### D. Services

#### 1. Counseling

Each new Project Crossroads participant is assigned a community worker-counselor who is responsible for providing supportive services for the duration of his project program and for submitting biweekly evaluation reports on his project performance to the appropriate court.

The initial contact between counselor and participant is usually the "intake interview" conducted on the latter's first visit to the project office after recruitment. During this interview the program is explained in detail and the counselor ascertains the youth's immediate needs--usually employment and, in many cases, emergency financial assistance--and any personal or family problems that may require referral to local social welfare agencies.

During the first couple of weeks when a participant's project program is being developed, his counselor maintains frequent, even daily, contact with the youth. When the participant is settled into a job and/or school situation, the counselor is expected to maintain personal contact with him at least once weekly and telephone contact as frequently as possible. Home visits are the primary focus of personal contacts, since any rehabilitative efforts must take into account the factors of a youth's home environment which may be somewhat responsible for his social problems. Visits to a participant's job as well as school and neighborhood visits are also emphasized.

Although group counseling was not an integral part of the project's supportive services during Phase I, counselors were encouraged to hold group sessions with members of their caseloads whom they thought would benefit from group discussion of mutual problems.

#### 2. Employment and Training Placement

After his initial interview, each participant is accompanied by his counselor to the project's employment section where a job placement officer discusses the various employment and vocational training opportunities available to him through the project. The employment staff arranges employment interviews for the youth in any occupational area he expresses interest in, and will continue to do so until a suitable placement is made. If the participant desires and is qualified for a job not then available, the staff attempts to develop an appropriate opening.

Application forms for government jobs and most of the local manpower training programs are kept in the employment section and all necessary arrangements for testing or interviewing for such positions can be made directly from the project office. There is a close working relationship with the Manpower Training and Employment Security Administration (MTESA) of the District of Columbia, with sharing of information and mutual support.

The employment staff and counselors periodically review the status of each participant to determine if a change in employment is necessary or advisable, either because of job dissatisfaction, lack of upward mobility, or the availability of new jobs for which the participant is better suited.

### 3. Remedial Education

Each new participant is given an orientation on the project's remedial education program by one of the VISTA volunteers responsible for that component. Individual tutoring is available four evenings per week in the project office and specialized programs such as preparation for the high school equivalency diploma examination, remedial reading, job test preparation and preparation for armed forces qualifying examinations are offered. The participant is encouraged to avail himself of the education program to any extent he desires and which is compatible with his job or school schedule. The education staff also provides assistance to youths who wish to re-enroll in school and those who are seeking admission to colleges.

Ancillary activities conducted by the education component include field trips, films, seminars with guest speakers, and intra-project sports competitions.

### 4. Referral Services

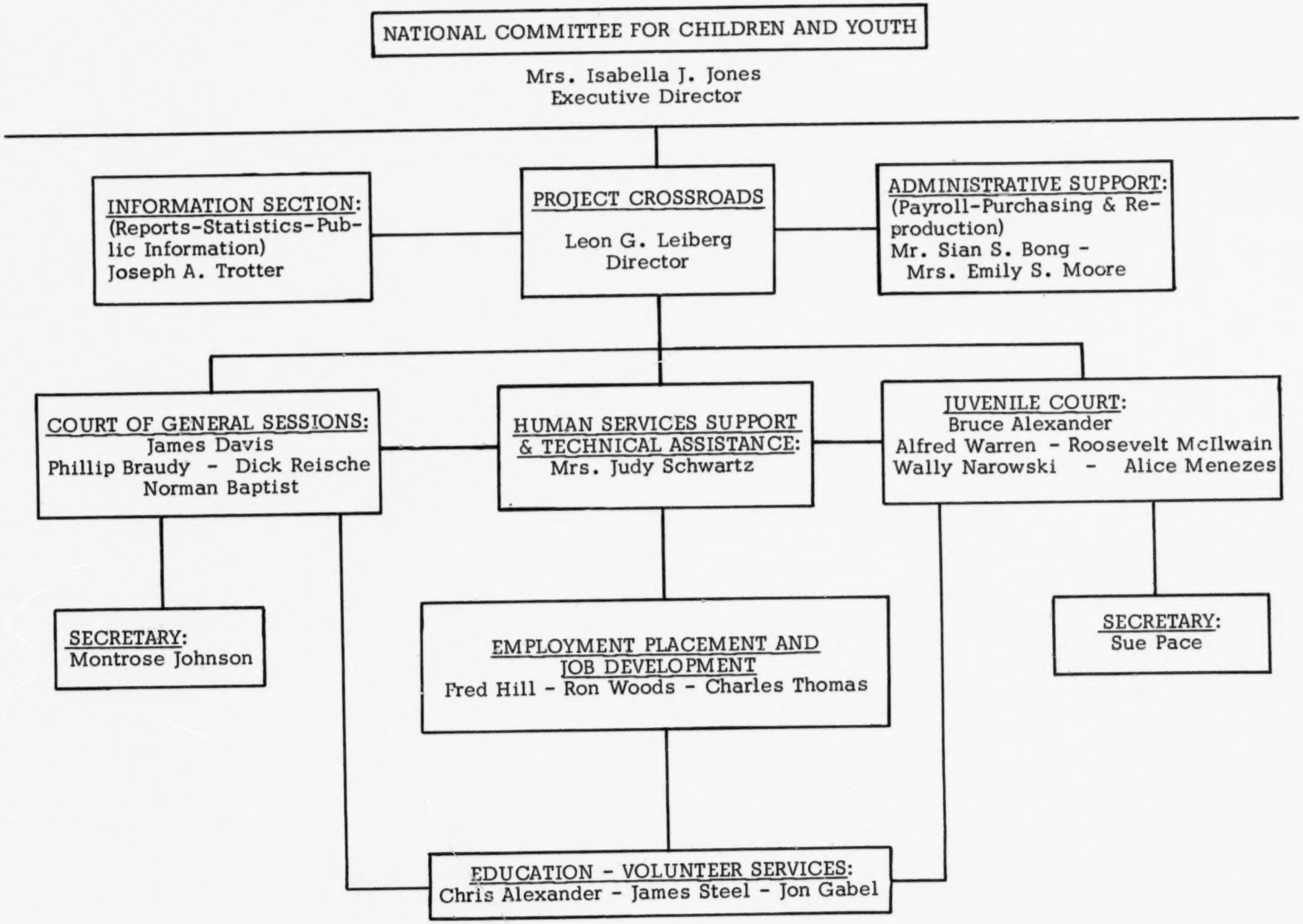
An important facet of Project Crossroads is its role as a middleman between participants and local social welfare service organizations. While many participants and their families have needs far beyond the budgetary and staff capabilities of the project, they often lack knowledge of the availability of appropriate resources or of the necessary procedures to obtain access to them. These needs range from medical and dental care to legal assistance, to emergency food, shelter and clothing. Liaison was established with public and private organizations able to address these various needs and arrangements made for expedited access to services for participants and their families.

## E. Staffing

Throughout Phase I, the Project Crossroads staff complement numbered about 20 people, including 13 paid staff and seven VISTA volunteers assigned to the project at NCCY's request by the Office of Economic Opportunity (OEO). At the close of the first phase this staff was distributed as follows: the project director, an assistant to the project director, a human services coordinator, two court program supervisors (one of them a VISTA volunteer lawyer), seven counselors (including three VISTAs), three employment officers (including one VISTA), three education specialists (all of them VISTA volunteers), and two secretaries.

Among paid staff, all but two of the service personnel were paraprofessionals, most of whom had cultural or experiential backgrounds similar to those of the youths served. Not only were such staff members easily able to establish rapport with the participant group, but they served as examples to the participants that upward mobility is possible. The contingent of VISTA volunteers was requested from OEO because of their successful utilization in NCCY's previous Project Challenge program of inmate rehabilitation. The VISTAs proved themselves to be motivated, sincere and flexible in their approach to the problems of the young men and women in Project Crossroads, and were quite successful in stimulating and organizing community support for, and participation in, the program.

PROJECT CROSSROADS ORGANIZATION CHART--May 15, 1969


NATIONAL COMMITTEE FOR CHILDREN AND YOUTH
Mrs. Isabella J. Jones
Executive Director
INFORMATION SECTION: (Reports-Statistics-Public Information) Joseph A. Trotter
PROJECT CROSSROADS
Leon G. Leiberg
Director
ADMINISTRATIVE SUPPORT: (Payroll-Purchasing & Reproduction) Mr. Sian S. Bong - Mrs. Emily S. Moore
COURT OF GENERAL SESSIONS: James Davis
Phillip Braudy - Dick Reische
Norman Baptist
HUMAN SERVICES SUPPORT & TECHNICAL ASSISTANCE: Mrs. Judy Schwartz
JUVENILE COURT: Bruce Alexander
Alfred Warren - Roosevelt McIlwain
Wally Narowski - Alice Menezes
SECRETARY: Montrose Johnson
EMPLOYMENT PLACEMENT AND JOB DEVELOPMENT
Fred Hill - Ron Woods - Charles Thomas
SECRETARY: Sue Pace
EDUCATION - VOLUNTEER SERVICES: Chris Alexander - James Steel - Jon Gabel

## III. CHARACTERISTICS OF PARTICIPANTS

### A. General

The average Project Crossroads participant has little education, no skills, is black, lives in an urban slum, and has never been steadily employed for a significant period of time. This individual has even more important credentials: he is young and is facing his first crisis situation with the criminal justice or delinquency control system. These characteristics underscore his potential for the timely application of rehabilitative services. Being young, he can still be reached, and being a first offender, he has not yet acquired the criminal record which would severely circumscribe his future opportunities in the labor market.

This is the type of client Project Crossroads was designed to serve: "a person young enough to be amenable to intensive, short-term supportive services, and whose future employability would be substantially enhanced by diversion from the normal court processes; "a person who would increase his options for a stable and productive life by being offered alternatives to criminal behavior.

### B. Biographical Data

The average age of project participants was eighteen years, with 57 percent in the fifteen to seventeen age group. Almost 90 percent of all participants were under twenty-one years of age at the time of enrollment. Ninety-one percent of the participants were black, 8 percent were Caucasian and the remainder belonged to other racial groups. The large majority of participants (70 percent) were born in Washington, D.C., and 23 percent, almost all of them adults, were born in southern states.

The predominant religious affiliation was Protestant (48 percent), but a surprisingly large number (38 percent) expressed no religious affiliation or preference. Equally surprising, only two participants expressed a preference for the Muslim religion.

Half of all participants were living with only one parent at the time of enrollment, almost all of these with their mother. Twenty-four percent lived with neither parents nor step-parents, including 8 percent who were married. Seventy percent of the married participants and nearly 15 percent of the single participants had children.

### C. Education and Employment Status

Approximately one-third of the participants were still enrolled in school at the time of their project enrollment, many of these only tenuously, while 40 percent had already dropped out of school at the age of sixteen or younger. The average formal education level achieved at the time of enrollment was 9.0 years, with about 75 percent having completed the tenth grade or less. Only 22 percent of the participants had received any vocational training in school. Based on tests administered to a random selection of participants at the time of enrollment, ability levels in math and reading were almost all in the fifth to eighth grade range.

The deficient educational background and lack of vocational skills among participants was reflected in their employment status at the time of enrollment. Only 28 percent of new enrollees were employed at intake, many of them part-time. Another 25 percent were full-time students. Nearly 50 percent were unemployed, 40 percent of them for more than eight months previous to enrollment. Almost 60 percent of the non-student participants had held three or more jobs in the twelve months preceding enrollment.

### D. Offense Data

Two-thirds of the participants were charged with either petit larceny (32 percent), attempted unauthorized use of an automobile (21 percent) or housebreaking (11 percent) at the time of their enrollment in the project. Petit Larceny was the largest single offense category (60 percent) among young adult participants, while offenses involving unauthorized use of an automobile were most frequent among the juveniles, accounting for 30 percent of their total.

The next most frequent individual offenses among all participants were robbery (7 percent), unlawful entry (5 percent), property damage (4 percent), simple assult (3 percent), possession of weapons (3 percent), sex crimes (2 percent) and narcotics offenses (2 percent). Various individual offenses grouped under "other felonies" or "other misdemeanors" accounted for approximately 11 percent of the total.

### E. Factors in Successful Project Performance

It is premature at the end of the first phase of the project to make definitive statements regarding the optimal participation of youth in the program. Analysis of the total data during Phase II will provide substantive information which will be included in our final report in September 1970. Even at this stage, however, certain factors bearing on the relevance of economic alternatives to criminal prosecution are increasingly apparent. These trends seem to be principally centered on the receptivity of the individual to outside influences, both peer and community, and his personal outlook on the world of work.

Thus, the composite project participant, irrespective of racial factors, who is most likely to succeed is one who is very poor, willing to work in order to directly support his family or himself, and is lacking in criminal sophistication. This appears to hold true regardless of the offense with which he is being charged. A relatively stable family environment, absence of drug use and a consistent school attendance history are other factors associated with successful program performance.

Of those participants terminated unfavorably from the project, the great majority fall into two categories:

1. those who have had prior negative contact with law enforcement agencies, particularly adults with a long record of juvenile offenses, and

2. those youths whose community ties are tenuous: those with unstable home environments, relative newcomers to the community, and youths with temporary living arrangements.

F. **Statistics**

1. **Biographical Data (N = 347)**

| CHARACTERISTICS | NUMBER | PERCENT* |
|---|---|---|
| AGE | | |
| 15-17 | 199 | 57% |
| 18-20 | 105 | 30% |
| 21-23 | 30 | 9% |
| 24-26 | 12 | 3% |
| 26+ | 1 | 0.3% |
| BIRTHPLACE | | |
| Washington, D.C. | 244 | 70% |
| Southern States | 79 | 23% |
| Other Areas | 24 | 7% |
| RACE | | |
| Black | 317 | 91% |
| Caucasian | 27 | 8% |
| Other | 3 | 1% |
| SEX | | |
| Male | 307 | 88% |
| Female | 40 | 12% |
| RELIGIOUS PREFERENCE | | |
| Protestant | 167 | 48% |
| Catholic | 47 | 13% |
| Muslim | 2 | 0.6% |
| None | 131 | 38% |
| LIVING WITH PRIOR TO ARREST | | |
| Both Parents | 89 | 26% |
| Mother | 154 | 44% |
| Father | 19 | 5% |
| Other | 85 | 24% |

| CHARACTERISTICS | NUMBER | PERCENT* |
|---|---|---|
| MARITAL STATUS | | |
| Single | 319 | 92% |
| (with children) | (43) | -- |
| Married | 28 | 8% |
| (with children) | (20) | -- |

*Totals may not equal 100 percent because of rounding.

### 2. Education and Employment Status

| CHARACTERISTICS | NUMBER | PERCENT* |
|---|---|---|
| LAST GRADE COMPLETED (N = 347) | | |
| 5th - 7th | 22 | 6% |
| 8th | 65 | 19% |
| 9th | 98 | 28% |
| 10th | 63 | 18% |
| 11th | 46 | 13% |
| 12th | 37 | 11% |
| Entered College | 15 | 4% |
| Other Post-High School | 1 | 0.3% |
| AGE LEFT SCHOOL (N - 347) | | |
| 15 or younger | 27 | 8% |
| 16 | 112 | 32% |
| 17 - 19 | 95 | 27% |
| 20 or older | 5 | 1% |
| Still Enrolled | 108 | 31% |
| VOCATIONAL TRAINING IN SCHOOL (N = 347) | | |
| Yes | 77 | 22% |
| No | 270 | 78% |
| EMPLOYED AT ENROLLMENT (N = 347) | | |
| Yes | 98 | 28% |
| No | 167 | 48% |
| Full-time School | 82 | 24% |

| CHARACTERISTICS | NUMBER | PERCENT* |
|---|---|---|
| TIME UNEMPLOYED AT ENROLLMENT (N = 167) | | |
| 1- 2 weeks | 28 | 17% |
| 2- 4 weeks | 16 | 10% |
| 1- 2 months | 15 | 9% |
| 2- 4 months | 18 | 11% |
| 4- 6 months | 24 | 14% |
| 6- 8 months | 31 | 19% |
| 8-10 months | 15 | 9% |
| 10-12 months | 8 | 5% |
| More than 12 months | 12 | 7% |
| NUMBER OF JOBS HELD IN YEAR PRIOR TO ENROLLMENT (N = 239) | | |
| 0 | 12 | 5% |
| 1-2 | 89 | 37% |
| 3-4 | 70 | 29% |
| 5-6 | 61 | 26% |
| 7+ | 7 | 3% |

*Totals may not equal 100 percent because of rounding.

### 3. Offense Data

| CHARACTERISTICS | NUMBER* | PERCENT** |
|---|---|---|
| CHARGE AT ENROLLMENT | | |
| Petit Larceny | 144 | 32% |
| Unauthorized Use of an Automobile | 74 | 21% |
| Housebreaking | 38 | 11% |
| Robbery | 26 | 7% |
| Property Damage | 13 | 4% |
| Simple Assault | 12 | 3% |
| Unlawful Entry | 18 | 5% |
| Possession of Weapons | 9 | 3% |
| Narcotics Offenses | 6 | 2% |
| Sex Offenses | 7 | 2% |
| Other Misdemeanors | 33 | 17% |
| Other Felonies | 6 | 2% |

*Total does not equal number of participants (347) because of multiple charges.
**Total may not equal 100 percent because of rounding.

## IV. RECRUITMENT

### A. Overview

Over the thirteen-month period of project recruitment (April 15, 1968 - May 15, 1969), 347 first offenders were enrolled in the Crossroads program, including 204 participants recruited from the Juvenile Court and 143 from the Court of General Sessions. Approximately 86 percent of the recruits (including all of the adult participants) were pending judicial action on criminal or delinquency charges when enrolled. An additional 200 individuals were provided project services on an unofficial basis, and without followup, as they were not referred by the courts. Included in this total are former participants in NCCY's previous Project Challenge program who desired employment assistance upon their release from the Lorton Youth Center during the contract period.

The average monthly enrollment rate was approximately the same for both juveniles and adults--16 and 17 enrollees per month, respectively. Although these rates were somewhat lower than had been projected in the original proposal for Crossroads Phase I, the project was able to achieve its contract goal of approximately 350 participants. Negotiations with both courts towards the latter part of the contract period have resulted in modifications of offense category criteria and recruitment procedures which are expected to have the effect of increasing monthly enrollment by about one-fourth during Phase II.

Approximately 30 percent (103) of the participants enrolled during the first phase were still active as of May 15, 1969, and will be carried over into the next phase. The following chart presents Project Crossroads cumulative and net enrollment of both Juvenile and General Sessions Court participants for each quarterly recruitment period, and the total numbers of unofficial participants served during each period.

| Period | New Enrollments | | Total Enrollment (End of Period) | | Unofficial Participants |
|---|---|---|---|---|---|
| | Juv. Ct. | Gen. Sess. Ct. | Cumulative | Net | |
| Apr. 15-July 31 | 72 | -- | 72 | 71 | 58* |
| Aug. 1-Oct. 31 | 52 | 46 | 170 | 158 | 50 |
| Nov. 1-Jan. 31 | 30 | 45 | 245 | 132 | 39 |
| Feb. 1-May 15 | 50 | 52 | 347 | 103 | 44 |
| Totals | 204 | 143 | | | 191 |

*Served during the period of January 15 to July 31, 1968.

### B. Juvenile Court

Recruitment from the Juvenile Court of the District of Columbia began in mid-April 1968, and resulted in a total of 204 enrollees by May 15, 1969. Almost 90 percent (180) of these were youths referred from the intake section of the Juvenile Court, with the remainder referred either from the judge presiding at initial hearings (18), the court child support section (3), or directly from attorneys (3).

Although recruitment averaged more than twenty enrollees per month over the first three months of operation, only about 70 percent of the participants were pending judicial action and hence at the stage envisioned for project intervention. However, as better lines of communication were established between the project and the court's intake workers, particularly through periodic staff meetings, and as confidence developed in the ability of the project staff to provide meaningful community-based services to the juvenile offender, the result was reflected in increased court referrals of youth at the pre-trial stage. Over the last six months of the contract period, although new enrollments leveled off at about thirteen per month, the percentage of juveniles pending judicial action at enrollment increased to almost 90 percent, for an overall average of 76 percent.

The following chart presents Project Crossroads juvenile enrollment by Juvenile Court referral source and legal status at enrollment:

| Period | JUVENILE COURT SOURCE | | | | | | | | TOTALS | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Intake | | Initial Hearing | | Attorneys | | Child Support | | | |
| | P.* | N.P.* | P. | N.P. | P. | N.P. | P. | N.P. | P. | N.P. |
| Apr. 15-July 31 | 39 | 19 | 8 | 3 | 2 | -- | -- | 1 | 49 | 23 |
| Aug. 1-Oct. 31 | 34 | 13 | 3 | 2 | -- | -- | -- | -- | 37 | 15 |
| Nov. 1-Jan. 31 | 21 | 4 | 1 | 1 | 1 | -- | -- | 2 | 23 | 7 |
| Feb. 1-May 15 | 46 | 4 | -- | -- | -- | -- | -- | -- | 46 | 4 |
| Totals | 180 | | 18 | | 3 | | 3 | | 204 | |

*P. = Pending judicial action
*N.P. = Not pending judicial action

Fifty-nine Juvenile Court participants were still actively enrolled at the end of Phase I, including 53 pending judicial action and six not pending judicial disposition because their cases had been closed by the court at the time of their project enrollment.

### C. Court of General Sessions

Recruitment in the District of Columbia Court of General Sessions began in early September, 1968, and resulted in a total of 143 young adult enrollees by May 15, 1969, all of whom were in the pre-trial stage. Forty-five of these adult participants were still enrolled at the end of the contract period.

Approximately 50 percent (70) of the General Sessions Court enrollees were recruited directly from the court cellblock on the day of arraignment; 25 percent (36) were pending cases referred from defense counsel; and the remainder were referred either by an assistant U.S. attorney (19) or a judge (4), or were citation cases* (14) recruited on the day of their court appearance.

Enrollments of adult participants were very erratic over the eight and one-half month recruitment period. During the first two months, an average of 23 participants were enrolled each month. The vast majority of these were cases already on the court docket, involving defendants who had been arraigned in the several months preceding implementation of the Crossroads program, which were referred by defense counsel and prosecutors to whom information on the new project had been disseminated. Over the following three months, when the reservoir of pending cases which met project criteria had been depleted and Crossroads recruiters relied primarily on lockup cases, new enrollments dropped to an average of 15 per month, with only nine participants recruited during the whole month of December.

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*Individuals released on personal recognizance from the police station at time of arrest and required to present themselves for arraignment the following day.

This decline in the enrollment rate prompted a review in late December of project offense category criteria and characteristics of the population of defendants from which the project was to draw its target group of first offenders. This review pointed up the restrictive nature of the offense category criteria established for project participation by the U.S. Attorney's Office and resulted in the project's negotiating a modification of those criteria to include several previously excluded misdemeanors.* The fact remained, however, that very few first offenders in the 18 to 26 year-old age group were to be found in the court cellblock (excepting narcotics offenders) and most of these were charged with offenses which fell outside of the misdemeanor range of project eligibility. As a result, even with the revised offense criteria, direct recruitment from among lockup cases decreased in the last three months of recruitment. However, by that time the project had established a good reputation with the U.S. Attorney's Office, and prosecuting attorneys were more amenable to breaking down defendants' charges if the project expressed an interest in enrolling them. This attitude was reflected in the almost three-fold increase in enrollees recruited from defense counsel and assistant U.S. attorneys in the last three months of operation, almost all of whom were charged with offenses which had to be broken down to make the defendants eligible for project participation.

The following chart presents Project Crossroads enrollment of defendants from the Court of General Sessions, by court source and recruitment period, during Phase I:

| | GENERAL SESSIONS COURT SOURCE | | | | | |
|---|---|---|---|---|---|---|
| Period | Attorney | Defense Counsel | Citation Cases | Lockup | Judge | Total |
| Sept. 1-Oct. 31 | 11 | 15 | 6 | 14 | -- | 46 |
| Nov. 1-Jan. 31 | 1 | 7 | 2 | 34 | 1 | 45 |
| Feb. 1-May 15 | 7 | 14 | 6 | 22 | 3 | 52 |
| Totals | 19 | 36 | 14 | 70 | 4 | 143 |

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*A discussion of project criteria is presented in Appendix B.

## V. POST-ENROLLMENT CHANGES IN LEGAL STATUS

### A. Overview

Two hundred and ninety-eight (86 percent) of the project's 347 enrollees were pending judicial action on criminal or delinquency charges when enrolled, including all of the 143 General Sessions Court participants and 155 of the Juvenile Court enrollees. Most of the forty-nine remaining Juvenile Court Enrollees were youths who had had their delinquency charges dismissed at the time of their project enrollment on the condition that they participate for a three-month period; others were youths who had been referred by the Child Support section of the court for employment assistance, and had no pending delinquency charges.

By the close of Phase I, 167 participants had reached at least one post-enrollment disposition level and 95 (57 percent) of these had their charges dismissed. By court source, the dismissal rate was 70 percent among General Sessions Court participants and 40 percent among Juvenile Court participants.

In terms of impact on court processes, the project was by far more successful with its General Sessions program. In that jurisdiction both the judiciary and the U.S. Attorney's Office provided an operational structure within which the project could prove its worth and cooperated fully with the concept of pre-trial diversion. Every recommendation by the project staff that the charges against a General Sessions Court participant be dismissed was complied with during Phase I.

The Juvenile Court program, less structured operationally than its counterpart and working in a more conservative environment, did not attain the character of a true pre-trial diversion program during Phase I. Little more than half of the cases recommended for dismissal by the project were acted upon favorably by the court, and more than 25 percent of the juveniles pending judicial action at enrollment had to be terminated before judicial review of their cases, most of them because of lengthy project enrollment and indeterminate court dates.

At the close of Phase I, 103 participants were still enrolled in Project Crossroads: 48 juveniles and 44 young adults pending their first post-enrollment judicial action, five juveniles who had received intermediate dispositions and were awaiting final judicial review of their cases, and six other juveniles without pending legal charges.

The following chart summarizes the post-enrollment changes in legal status of the 167 juvenile and adult participants whose cases received judicial review during the first phase:

| | Case Dismissed | Fine | Probation | Cont'd. for Trial | Cont'd. for Social Study | Total Dispositions |
|---|---|---|---|---|---|---|
| Juveniles | 26 | 5 | 15 | 13 | 9 | 68 |
| Adults | 69 | -- | -- | 30 | -- | 99 |
| Totals | 95 | 5 | 15 | 43 | 9 | 167 |

As of the end of the contract period, only 31 participants, less than 10 percent of total project enrollment, had committed new offenses while enrolled. This figure includes 22 juvenile participants and nine adults.

### B. Juvenile Court Participants

At the time of their enrollment, 155 (76 percent) of the project's 204 juvenile participants were pending judicial action. Only 68 of these received judicial review of their cases while enrolled; 39 others either completed or were terminated from their project program prior to any judicial action; and the remaining 48 were still active enrollees at the close of Phase I, none of whose cases had yet received post-enrollment judicial review.

As mentioned earlier, there was no commitment on the part of the chief judge of the Juvenile Court that a youth's favorable project participation would result in a favorable disposition of his case. This lack of predictability was reflected in the absence of any significant correlation between participant performance in the project and court dispositions. Project recommendations to the court that charges against a participant be dismissed were followed only about 60 percent of the time.

The following chart presents the changes in legal status, if any, during Phase I for the 155 juveniles who were pending judicial action at enrollment:

JUVENILE COURT-DISPOSITIONS - PHASE I

| Enrollment Period | Total Enrollees | Enrollees Pending Jud. Action | RECEIVED JUD. ACTION WHILE ENROLLED | | | | Terminated before Jud. Action | Still Awaiting Jud. Action on 5-15-69 |
|---|---|---|---|---|---|---|---|---|
| | | | Dis-missed | Fine or Probation | Continued for Trial | Continued for Social Study | | |
| Apr. 15-July | 72 | 49 | 13 | 14 | 7 | 4 | 9 | 2* |
| Aug.-Oct. | 52 | 37 | 6 | 3 | 5 | 3 | 13 | 7 |
| Nov.-Jan. | 30 | 23 | 4 | 2 | 1 | 1 | 4 | 11 |
| Feb.-May 15 | 50 | 46 | 3 | 1 | -- | 1 | 13 | 28 |
| Totals | 204 | 155 | 26 | 20 | 13 | 9 | 39 | 48 |

As indicated in the previous chart, only 46 of the 68 juvenile cases receiving judicial review during Phase I resulted in final dispositions. In 26 (56 percent) of these, the cases were dismissed (i.e., closed without a finding) by the court; in 15 cases the juvenile was placed on probation; and in five cases fines ranging from $10 to $100 were imposed. All of the participants receiving final dispositions were officially terminated from the project at that point.

Twenty-two of the 68 cases judicially reviewed during Phase I received intermediate dispositions, some being continued for trial (13) and others for social study (9) prior to sentencing or to judicial determination of whether the case should be sent to trial. Most of these participants remained enrolled in the project for a period of time beyond the point of intermediate disposition. However, because of growing counselor caseloads and the indefinite waiting period before the next judicial review, all but five of these had been formally terminated from active enrollment before the close of Phase I and prior to final disposition of their cases.

The indefinite waiting period between various stages in the Juvenile Court process was also the major factor in the termination from active enrollment of 39 juvenile participants prior to any post-enrollment judicial action on their pending charges. These 39 were enrolled an average of 5.2 months before termination and very few had yet received notice of a court hearing date. Although some of these youths were terminated for unsatisfactory project participation, more than 20 percent were individuals whose participation was very satisfactory and for whom the project would have recommended favorable court dispositions. Whenever a participant was terminated prior to court review of his case, a letter summarizing his favorable or unfavorable project performance was forwarded to the court for inclusion in the youth's official file and, hopefully, for consideration at the time of eventual judicial review. Many of these continued to participate unofficially in the project after termination, but record keeping was considerably simplified since formal communications with the court were no longer required.

Twenty-two juvenile participants were arrested for new offenses either while enrolled or subsequent to termination from the project during Phase I. Included in this number are two youths who had turned eighteen years of age by the time of their offenses and were thus arraigned as adults in General Sessions Court. The latter youths were terminated from the project because of their new offenses, but while most juvenile participants committing new offenses were eventually terminated unfavorably from the project, termination was not automatic for subsequent law violations in the project's Juvenile Court program.

### C. General Sessions Court Participants

All of the 143 General Sessions Court participants were pending judicial action on criminal charges at the time of their enrollment. Ninety-nine of these had official action taken in their cases during Phase I, 69 (70 percent) of whom had their pending charges dismissed upon the recommendation of project staff after satisfactory participation. Thirty participants were continued for trial on their pending charges for unsatisfactory project performances.

The United States Attorney's Office complied with every project recommendation for dismissal of a participant's pending charges during the contract period. These recommendations were made at pre-trial disposition conferences held shortly before the end of the ninety-day case continuance set by the court at the time of each participant's enrollment. Most of the 30 participants whose cases were sent to trial did not reach the disposition conference stage of project participation, having been terminated early from the project because of new arrests (9) or lack of cooperation (11); ten of them did participate for the entire three months but the project staff was unable to recommend favorable action in their cases because of unsatisfactory program performance.

The following chart summarizes post-enrollment changes in the legal status of General Sessions Court participants during Phase I:

| Enrollment Period | Total Enrollment | Pending Judicial Action | Disposition While Enrolled | | Enrolled on 5-15-69 |
|---|---|---|---|---|---|
| | | | Case Dismissed | Sent to Trial | |
| Sep.-Oct. | 46 | 46 | 32 | 14 | -- |
| Nov.-Jan. | 45 | 45 | 31 | 13 | 1 |
| Feb.-May 15 | 52 | 52 | 6 | 3 | 43 |
| Totals | 143 | 143 | 69 | 30 | 44 |

Forty-four of the project's 143 General Sessions Court participants were still actively enrolled at the close of the first phase, not yet having completed their ninety-day period of project participation.

Only nine General Sessions Court participants committed new offenses subsequent to enrollment, all of whom were terminated unfavorably from the project. No other adult participants were arrested for new offenses, either while enrolled or subsequent to favorable or unfavorable termination from the program, in the District of Columbia jurisdiction during Phase I.

## VI. EMPLOYMENT AND TRAINING PLACEMENT

### A. Procedures

When a new participant first visits the project office, usually on the day of his recruitment from either the Juvenile or General Sessions Court, he is assigned a counselor who interviews the youth and completes an Intake Form (Appendix C) which is the basis of each participant's Crossroads file.

Upon completion of the initial interview, the counselor makes a note of employment history information which will be of significance to the project's employment staff (e.g., previous trade training), and fills in the participant's name, date of enrollment and school status on an Employment Referral Form (Appendix D) which will be the participant's official employment record for the duration of his project program. The counselor then brings the above information to one of the project employment officers and is present while the employment officer discusses with the participant the various employment and training positions available as well as their suitability to the youth's interests and circumstances. If the participant expresses an interest in any, or several, of the possibilities, appointments are made with the potential employers.

When a participant is referred for employment or training placement, a project employment officer verifies beforehand that a position or training slot is still available and that the employer desires to interview applicants. The participant is then given an Introduction Card (Appendix E) patterned after a standard Employment Service form, to present to the employer at the time of the interview. This card contains a section for the employer to complete as to the results of the interview and requests the employer to mail it back to the project office.

The employment section follows up by telephone on every job interview appointment made for a participant. If the youth does not obtain the job or fails to keep the appointment, continuous efforts will be made to place him in a job or training situation. However, if a participant chronically fails to keep appointments for job interviews or otherwise demonstrates an unwillingness to obtain employment, he may be terminated from the project for lack of cooperation. If placement is effected, the employment officer notifies the participant's counselor, who is responsible for all subsequent employment followup.

Each job or training placement referral made for a participant is noted on the youth's Employment Referral Form, as is the outcome of each interview and any future changes in the participant's job status. This form, along with those of the other participants, is maintained in a special book in the employment section. Counselors review the employment status of their caseloads once each week with an employment officer to insure the currency of the files and to evaluate the adequacy of each participant's employment situation.

### B. Job and Training Resources

#### 1. General

Project Crossroads entered its operational phase with a file of employment resources developed during NCCY's previous MDTA program, Project Challenge (August 1966-December 1967). This file contained information on approximately 150 employers and personnel officers in both the government and private sectors with whom contacts had been established during the Challenge program.

As placement efforts got underway for the first project enrollees recruited from the Juvenile Court, however, it became apparent that the employment and training resources formerly relied upon would have limited value to the younger age group served by Crossroads. Fortunately, during the three-month planning phase of the contract period, January through March, 1968, a survey had been made of manpower programs in the city providing opportunities for the 16 to 26 year age group served by the project and liaison established with the Youth Division of the local Employment Service (MTESA). These early contacts prevented the situation from becoming catastrophic but silll proved insufficient to satisfy the employment needs of the project's younger juvenile participants. Jobs for 16 and 17 year-olds had to be developed by time-consuming and often unrewarding canvassing of businesses in the participants' neighborhoods on an as-needed basis. It proved futile to try to develop a reservoir of jobs or training positions in advance for enrollees from the Juvenile Court. Our very frustrating experiences during the contract period in attempting to place the out-of-school juvenile participant reinforced the staff's conviction that the only feasible remedy to this potentially explosive situation is for the federal government to sponsor employment and training programs for this age group with virtually no access to meaningful employment in the private sector.

The project's employment resource file, supplemented by the liaison established with new manpower programs during the planning stage, proved adequate to meet the employment needs of the project's young adult participants from the General Sessions Court. Only the small number (40) of female participants were inordinately difficult to place. Manpower training programs in the city have large backlogs of female applicants and non-domestic work opportunities for the unskilled female are few.

### 2. For Juvenile Court Participants

Throughout the project, development of employment and training positions for participants was particularly difficult for the 16 and 17 year-olds who comprised almost 60 percent of total project enrollment. The quality and quantity of employment opportunities for this age group are extremely limited in the Washington metropolitan area, while training opportunities for youth under 18 years of age are also scarce. This situation is due partly to the reluctance of prospective employers and trainers to become involved with the less stable younger age groups, but also to restrictions caused by insurance requirements and government regulations.

The only period when the employment rate among juvenile participants exceeded 70 percent was during the summer months of 1968 when the city's government-sponsored summer employment program was in high gear. At the end of the school recess in September, the employment rate among these same participants plunged nearly 30 percentage points, despite the fact that most of those who had been employed had returned to school and were no longer in the labor market. After more than a year of trying to rectify the employment situation as it related to the younger teen-agers, without substantial improvement, we can only suggest that any relevant gains in this area require some sort of year-round employment or training programs for school dropouts similar to that available during the summer months.

The employment staff was able to establish close liaison with four government sponsored programs open to sixteen and seventeen year-olds during the contract period: Project Prove, a U.S. Civil Service-supported program, which offered youths between 16 and 25 years of age remedial education and training for either clerical, exhibit specialist or printing aide positions, with government employment guaranteed upon successful completion of the course; the United Planning Organization's (UPO) Pre-Vocational Program, which offered youths fifteen through seventeen years of age a mixture of general job conditioning, counseling, remedial education, introduction to shop skills in various trades, supervised work experience, and permanent job placement; and two programs offering skill training in various trade areas--the Northern Systems, Inc., JOBS Program and the Opportunities Industrialization Center (OIC). Approximately thirty placements of Juvenile Court participants were effected with the above training programs during the reporting period. The major placement resource for this age group, however, was the Neighborhood Youth Corps (NYC) Park Services program, which offered school dropouts an eight hour work day divided into four hours of ground maintenance in the city's public parks and four hours of classroom remedial education.

Each of the four programs, for various reasons, had real or imagined limitations which restricted their utilization by the project. The NYC program paid only $1.40 per hour, which was not satisfactory to many participants who felt they were being cheated out of a minimum wage of $1.60 per hour, and entailed outdoor work which proved very unpopular among participants during the winter months. The OIC program did not provide training stipends which, understandably, resulted in its having little attraction or holding power for participants, most of whom needed immediate income. The UPO program's work experience and job conditioning entailed bagging groceries at a local military commissary, a chore which many participants felt was "degrading" or, at least, "not meaningful." Project Prove, which had allocated a definite number of training slots for Crossroads participants, experienced funding difficulties in late fall and was not able to follow through on its commitment. And, finally, the JOBS program was available only to youths over the age of 17-1/2 years, and that under a special agreement with Project Crossroads whereby all supportive services for such youths while in training would be provided by the project staff, whether or not the participants were still active with the project.

One of the primary objectives of the project's manpower specialist, recruited towards the end of Phase I, will be to develop new and meaningful employment and training opportunities for the project's 16 to 18 year-old participants.

### 3. For General Sessions Court Participants

Employment and training opportunities for the project's older General Sessions Court participants were relatively abundant and diversified compared to those available to the Juvenile Court group. Development of jobs in the private sector met with a good degree of success, resulting in positions ranging from security policemen to hospital orderlies, and manpower programs offering skill training in a wide variety of vocational areas were generally available.

The Northern Systems, Inc., JOBS Program was the most heavily utilized vocational training resource for adult participants, offering training with complementary remedial education instruction in five trade areas and guaranteed job placement upon completion of the training program. In January 1969, opportunities were developed for participants in an American Airlines program of training for positions with the airline's fleet services division designed specifically for the hard-core unemployed. Trainees earn $2.00 per hour while in training and are guaranteed union admittance thirty days after completion of the two-month training program. Their wages after completion of training are in excess of $3.00 per hour.

Other manpower training programs with which direct liaison was effected for placement of the project's young adult participants included those conducted by the Washington Technical Institute, Project Prove, Project Build, Project 250, and the UPO's New Careers Program.

## C. Employment Characteristics of Participants While Enrolled

### 1. Overview

The Crossroads employment staff effected 395 placements during the contract period, including 293 for project participants and 102 for individuals not enrolled but requesting employment assistance. The latter group consisted primarily of youths referred by other agencies aware of the Crossroads emphasis on employment assistance to individuals with police records. Approximately forty percent of the total placements were in training or pre-vocational positions.

One hundred and eighty-eight of the project's 347 participants were placed by the employment staff, 82 (44 percent) of them two or more times. Of the remaining enrollees, 82 were not placed because they were full-time students for the duration of their project program; 41 found their own jobs or were placed through the direct efforts of other organizations; and 36 were unemployed and out of school for the entire period of their project involvement, including five participants, enrolled late in the contract period, who were pending initial placement on May 15, 1969.

The project's quarterly employment rates were substantially higher among the General Sessions Court participants, due to a combination of scarce employment and training opportunities for the sub-eighteen year-old age group and their relative instability, the latter being reflected in a high incidence of job turnover. Nevertheless, the average quarterly employment rate over the contract period was 74 percent, a figure that compares favorably with the national average employment rate for non-white male youth 16 to 19 years of age.

The following chart presents Project Crossroads participants' employment status for each quarter of the contract period through May 15, 1969:

| Reporting Date | Active Enrollment | Available for Employment* | Employed | | | Employment Rate |
|---|---|---|---|---|---|---|
| | | | Job | Trng. | Total | |
| July 31 | 69 | 59 | 42 | 6 | 48 | 81% |
| Oct. 31 | 153 | 89 | 39 | 25 | 64 | 72% |
| Jan. 31 | 132 | 81 | 33 | 21 | 54 | 67% |
| May 15 | 103 | 68 | 33 | 18 | 51 | 75% |

*Excludes full-time students and participants unavailable because of medical reasons or temporary incarceration.

Total job and training referrals of participants by the employment staff numbered 652 over the contract period, resulting in one placement for every 2.2 referrals. The average starting wage on first placements was $1.70 per hour, with that for young adult participants ($1.83) somewhat higher than the average for the juvenile group ($1.59). Wages at the time of termination from the project (or for the last job held) averaged $1.77 per hour. At this stage, there was a wider discrepancy between juveniles and adults, who averaged $1.62 and $1.94 per hour, respectively.

The average length of project involvement per participant during Phase I was 4.7 months, with the time in excess of the anticipated three month participation period attributable to the indefiniteness of post-enrollment hearing dates for juvenile participants. Over this length of time, each of the 196 participants employed at least once during the contract period held an average of 1.4 jobs, with adults averaging 1.3 and juveniles 1.6, jobs per man. Seventy-two percent of all project enrollees were employed, in training or in full-time school at the time of termination or completion of their project program.

The following chart presents a summary of participants' employment characteristics during Phase I:

EMPLOYMENT CHARACTERISTICS OF PARTICIPANTS

| | Juvenile Participants | Gen.Sess. Participants | Total Project |
|---|---|---|---|
| Participants Placed | 121 | 108 | 229 |
| Total Placements | 196 | 138 | 334 |
| Training Placements (% of Total) | 43% | 54% | 48% |
| Average Jobs per Participant | 1.6 | 1.3 | 1.4 |
| Average First Job Wage | $1.59 per hr. | $1.83 per hr. | $1.70 |
| Average Last Job Wage | $1.62 per hr. | $1.94 per hr. | $1.77 |
| Average Quarterly Employment Rate | 69% | 82% | 75% |
| Percent Employed or in School at Termination from or Completion of Project Program | 70% | 78% | 72% |

### 2. Juvenile Court Participants

One hundred and twenty-one juvenile participants were placed at least once in full-time jobs or training programs during the contract period, 108 of them by the project's employment staff and 13 either by themselves or through the efforts of friends, relatives, or other organizations. Accounting for the remainder of the 204 juvenile enrollees, 58 were in full-time school for the entire period of their project participation during Phase I, while 25 (12%) were both unemployed and out of school for the whole time they were with the project as of May 15. The latter group includes five participants enrolled towards the end of Phase I and not yet placed as of May 15, seven other juveniles still enrolled at the end of Phase I whom the project had not yet been able to place because of age or other restrictions, and 13 participants no longer enrolled at the end of the first phase who had not been placed while enrolled.

#### a. Employment Rates

The project's quarterly juvenile employment rate averaged approximately 69 percent during Phase I, ranging from a high of 81 percent on July 31, 1968, the end of the first quarter of court operations, to a low of 58% on January 31, 1969, the end of the third quarter. The following chart presents the employment status of juvenile participants at the end of each quarterly reporting period during Phase I:

| Date | Active Enrollment | Unavailable for Employment |  |  | Avail. for Empl. | Empl. or Trng. | Employment Rate |
|---|---|---|---|---|---|---|---|
|  |  | Student | Enrolled Less Than Ten Days | Other |  |  |  |
| July 31 | 69 | -- | 10 | -- | 59 | 48 | 81% |
| Oct. 31 | 111 | 49 | 2 | 2 | 58 | 38 | 66% |
| Jan. 31 | 90 | 33 | 1 | 3 | 53 | 31 | 58% |
| May 15 | 59 | 17 | 5 | 2 | 35 | 25 | 71% |

Employment was highest among juvenile participants during the summer months of 1968 because of an intensive government-sponsored summer employment program for out-of-school youths in the Washington area. Most of the temporary jobs were with city and federal government agencies but the National Alliance of Businessmen (NAB) provided a substantial number of summer positions for teen-agers with private firms in the metropolitan area.

The summer employment program was utilized heavily by the project's employment staff, not only for student participants but for school dropouts in the project as well. Consequently, when the program ended in the fall, the overall juvenile employment rate dropped precipitously, particularly in September, because while student participants returned to school and were out of the labor market, a substantial number of the non-student participants became unemployed with the termination of their summer jobs. The difficulty of accomplishing juvenile placements was intensified during the winter months when many participants refused to accept the outdoor work entailed in employment with the UPO Park Services Program, which was the primary employment source for the project's 16 and 17 year-olds.

The juvenile employment rate had improved to about 71 percent by May 15, 1969, an increase of 13 percent over that at the end of January. The major factor in this improvement was that active juvenile enrollment had decreased by about one-third in the period between January 31 and mid-May. Most of the terminated participants were youths who had been with the project for substantial periods of time beyond three months without receiving any judicial review of their cases or who had had no judicial action pending at intake. These groups had a higher incidence of unemployment than the juvenile enrollees who were in the project for a shorter period of time and whose performance and employment status were perceived by them as having a bearing on the pending judicial disposition of their cases.

In the first months of Phase II it is expected that employment among juvenile participants will exceed the 80 percent level as it did during the summer of 1968. But aside from this seasonal high, with greater structure in the project's juvenile program, including standard participation periods and a larger percentage of juveniles pending judicial action at enrollment, it is anticipated that the juvenile employment rate will average in the high seventies during the next phase. If government and private resources are brought to bear on the problem of teen-age unemployment to a greater extent than has been evident thus far, the project's juvenile employment rate--and the city's--could exceed 80 percent on a year-round basis.

### b. Employment and Training Replacements

Direct efforts by the project's employment staff resulted in 183 placements for 108 Juvenile Court participants during Phase I. Approximately 43 percent (79) of the placements were in vocational or pre-vocational training positions, and 57 percent (104) were job placements. Of the 13 juveniles who found their own jobs or were aided by others in finding employment, six were placed in training positions and seven in jobs.

While the overall percentage of training placements for juvenile enrollees is favorable, more than one-fourth of those placements were with the United Planning Organization's (UPO) Pre-Vocational program which is open to younger teen-agers but had little relevance to vocational preparation. Participants placed with the UPO program evidenced a high incidence of turnover and most had to be replaced, if possible, in other employment situations.

Training placements exceeded job placements for juveniles only during the last quarter of Phase I, as indicated in the following chart presenting job and training placements of Juvenile Court enrollees for each quarter of the contract period:

PLACEMENTS OF JUVENILE COURT PARTICIPANTS

| Period | Job Placements | Training Placements | Total Placements* |
|---|---|---|---|
| May-July | 37 | 14 | 51 |
| August-October | 33 | 21 | 54 |
| November-January | 16 | 16 | 32 |
| February-May 15 | 25 | 34 | 59 |
| Totals | 111 | 85 | 196 |

*Thirteen of the total placements were either self-placements or made by other community organizations.

The increase in training placements during the last three and one-half months of operation was facilitated by both an older age structure among the active juvenile participants at that time and the initiation of a new program open to sub-eighteen year-olds. The latter program, Project 250, had been eagerly awaited by the employment staff for many months before it became operational in February 1969. Sponsored by the United States Civil Service Commission, it provided starting-level federal government jobs for hard core unemployed in the 16 to 44 year age group. Trainees are given six weeks of remedial education and pre-job training at the Washington Technical Institute and two weeks of on-the-job training before placement in career-conditional GS-1 positions with various government agencies as laboratory assistants, mail clerks, printer's helpers, etc.

Project 250 was readily utilized by the project's placement staff for both juvenile and adult placements, as it provided an ideal combination of structured job training, guaranteed placement and, most important, visible advancement opportunity. The UPO Pre-Vocational program and the Washington JOBS Center, however, were the primary training resources for the project's juvenile enrollees throughout the first phase.

### c. Wages

Average earnings of the project's juvenile participants approximated the statutory minimum wage of $1.60 per hour during Phase I, a level of earnings which reflected their lack of work experience and vocational skills. There was no significant difference between average first job wage and average earnings in the last job held, which were $1.59 per hour and $1.62 per hour respectively.

The only real increases in earnings for juvenile participants occurred when youths moved from a training or pre-vocational situation in which only nominal stipends were provided (the USES pre-vocational program for example) to jobs which paid regular hourly wages.

The following chart presents first and last job earnings for Crossroads Juvenile Court participants during Phase I, by period of enrollment:

| Enrollment Period | Total Enrollees | Employed While Enrolled | Average First Job Wage (Per Hour) | Average Last Job Wage* (Per Hour) |
|---|---|---|---|---|
| April-July | 72 | 59 | $1.57 | $1.60 |
| Aug.-Oct. | 52 | 22 | $1.64 | $1.66 |
| Nov.-Jan. | 30 | 10 | $1.60 | $1.65 |
| Feb.-May 15 | 50 | 30 | $1.59 | $1.61 |
| PHASE I | 204 | 121 | $1.59 | $1.62 |

*Wages on last day of employment while enrolled or as of May 15.

### d. Job Stability

Fifty-eight (48 percent) of the 121 Juvenile Court participants placed during Phase I changed jobs at least once while enrolled, accounting for a total of 75 replacements by the project's employment staff. Using the 121 enrollees employed at least once as the base figure, Juvenile Court participants averaged 1.6 jobs per man during Phase I.

Job turnover was highest in incidence among non-student participants, particularly those enrolled during the summer months of 1968, most of whom were initially placed in temporary jobs created for the city's summer employment program and thus forced to obtain new employment in the fall.

No valid conclusions can be drawn from the high incidence of job turnover among juvenile participants over their relatively short period of project involvement, nor from the relative stability of students compared with non-students, since the two groups differed substantially in average time in the labor market while enrolled. However, the job stability of both students and non-students during the summer months of 1968 is worthy of note. The low incidence of job turnover among participants during that period, combined with a high rate of employment, was in marked contrast, particularly as regards non-students, to the high incidence of job changes and much lower employment rates prevailing throughout the remainder of Phase I.

While it would be presumptuous to attribute this difference solely to one factor, the consensus of the project's employment staff is that the types of jobs available during the summer--"white collar" work, primarily with government agencies as part of the city-wide summer employment program--have greater holding power than the average jobs available to a teen-ager during the rest of the year. The relatively greater holding power of white collar government jobs compared to other types of employment was also observed during NCCY's former Project Challenge program with respect to graduates of the NCCY clerical training course at the Lorton Youth Center. Perhaps if such jobs were available on a year-round basis the problem of teen-age unemployment would be alleviated.

### 3. General Sessions Court Participants

One hundred and eight of the project's 143 young adult participants were placed at least once during Phase I, 80 of them by the project's employment staff. Twenty-eight participants either found their own jobs or were placed through the efforts of friends, relatives or other organizations. Accounting for the remaining General Sessions enrollees, twenty-four were in full-time school for the entire period of their project participation during Phase I, while 11 (8 percent) were both unemployed and out of school for the whole time they were with the project. Three of the unemployed group were enrolled in the last several days of Phase I and were pending placement as of May 15; seven other youths exhibited no interest in obtaining employment while enrolled and were terminated from the project for lack of cooperation; and one participant, a female, was unable to obtain employment because of family responsibilities.

#### a. Employment Rates

The quarterly employment rate for General Sessions Court enrollees averaged 82 percent during Phase I and varied little between reporting periods, as shown in the following chart:

| Date | Active Enrollment | Unavailable for Employment | | | Avail. for Empl. | Empl. or Trng. | Empl. Rate |
|---|---|---|---|---|---|---|---|
| | | Student | Enrolled Less than 10 Days | Other | | | |
| Oct. 31 | 42 | 7 | 4 | -- | 31 | 26 | 84% |
| Jan. 31 | 42 | 9 | 4 | 1 | 28 | 23 | 82% |
| May 15 | 44 | 8 | 3 | -- | 33 | 26 | 79% |

Most of the adult unemployment at the end of the quarterly reporting periods was due to job changes; as indicated above, only seven General Sessions Court participants were not placed while enrolled.

#### b. Employment and Training Replacements

The project's employment staff effected 110 placements for 80 adult participants during Phase I, 57 percent (63) of which were training placements. Of the 28 General Sessions Court participants who found jobs without assistance from the project, 12 were placed in training positions and 16 in jobs.

The following chart lists job and training placements of the project's adult participants for each quarter of General Sessions Court operations during Phase I:

PLACEMENTS OF PROJECT PARTICIPANTS

| Period | Job Placements | Training Placements | Total Placements* |
|---|---|---|---|
| September-October | 18 | 22 | 40 |
| November-January | 26 | 25 | 51 |
| February-May 15 | 19 | 28 | 57 |
| Totals | 63 | 75 | 138 |

*Twenty-eight of the total placements were either self-placements or made by other community organizations.

The excess of training over job placements for the project's adult participants was the result of the greater number of training opportunities available in the Washington, D.C., area for youth 18 years of age and older, opportunities that are few in number for younger teen-agers.

### c. Wages

Average earnings of the project's General Sessions Court participants during Phase I reflected the relatively better employmeny opportunities available to youths in the 18-26 age group when compared to the job market for 16 and 17-year-olds. First job earnings for adult participants averaged $1.83 per hour while last job wages averaged $1.94, as presented in the following chart:

| Enrollment Period | Total Enrollees | Employed While Enrolled | Average First Job Wage (Per Hour) | Average Last Job Wage* (Per Hour) |
|---|---|---|---|---|
| Sept.-Oct. | 46 | 31 | $1.80 | $1.98 |
| Nov.-Jan | 45 | 37 | $1.87 | $1.96 |
| Feb.-May 15 | 52 | 40 | $1.83 | $1.90 |
| PHASE I | 143 | 108 | $1.83 | $1.94 |

*Wages on last day of employment while enrolled or as of May 15.

There were no significant differences in earnings between groups enrolled during different quarters of the first phase, job availability remaining at a fairly constant level throughout the period.

### d. Job Stability

Twenty-four (22 percent) of the 108 General Sessions Court participants placed during Phase I changed jobs at least once while enrolled, accounting for a total of 30 replacements by the employment staff. With these replacements, General Sessions Court participants averaged 1.3 jobs per man during the first phase.

## VII. COUNSELING

### A. Counseling Program Development

The success of a manpower program depends not only on securing jobs for participants, but on the quality of its counseling services, the objective of which is to help a participant function adequately in the face of the reality demands of society. This help is best offered through frequent problem-solving sessions, both individual and group, in which the counselor helps the participant look at and understand these demands and examine his present way of meeting them. In areas where there is unrealistic behavior, with unsatisfactory results, the counselor must help the participant to try new ways of behavior. Due to the relatively short intervention period dictated by court procedures, Project Crossroads was not envisioned as accomplishing definitive changes in the attitudinal and behavioral characteristics of each participant. However, through frequent contact with a participant and knowledge of him through this involvement, it was felt that enough progress could be made in these areas so that, in conjunction with educational and employment services, the youth would have substantially less need or desire to express anti-social behavior.

In keeping with the experimental nature of the project, several unorthodox approaches to these counseling objectives were attempted in order to determine the most feasible and effective approach to counseling requirements for programs similar in budgetary limitations and population to the Crossroads effort. Most important, indigenous nonprofessional staff members, including ex-offenders, were recruited to carry major responsibility for the counseling program.

It was initially attempted to have these staff members, assisted by several VISTA volunteers, plan and implement a coherent counseling program without regard to their lack of prior training or experience in this area. As it turned out, energy, enthusiasm and, for the indigenous staff members, empathy, were not enough. The net result was an evolution, over the first six months of court operations, from an initial combination of group and individual counseling to an almost total reliance on the individual approach.

The most frustrating experience during this period was the counseling staff's inability to generate and sustain participant interest in any group activity, save for a black history class which was popular enough to last for about two months. Even with a shuttle service provided by the VISTA volunteers, using their government-assigned station wagon, and the provision of free refreshments donated by local companies, participant interest in the periodic evening sessions, no matter how well planned, was disappointingly low.

Several attempts were made to rejuvenate interest in group activities, notably the conduct of a voluntary and informal twelve-hour counselor training program by one of the VISTA volunteers with a background in psychology and the decentralization of group meetings from the project office to the homes of the volunteers and various neighborhood centers. Neither of these efforts, however, brought about an appreciable change in attendance.

Perhaps rationalizing their failure in the area of group counseling, staff members subsequently expressed the consensus that the project's counseling intervention would have greater impact and be better received if conducted on an intensive, individual basis in the neighborhood, on the job or training site, and in the home. Given the short-term focus of project services, they felt that attitude changes could best be effected through development of a close rapport and supportive relationship between counselor and counselee, not in the comparatively objective atmosphere of group settings. Consequently, counselors maintained personal contact with their cases at least once a week and an open house policy was maintained at the project office. Many participants liked to visit the office in the late afternoon to speak with their counselor, meet with friends and play various games.

After several months of individualization, it became apparent that some degree of uniformity in counseling techniques and objectives was necessary if project involvement was to have any discernable positive effects on program participants. At the beginning of the last quarter of Phase I, a human services coordinator was added to the staff to provide supportive services to the various project sections. This staff member, a professional social worker, was quick to recognize the problem confronting the counseling staff and initiated weekly training seminars designed to provide the counselors with an orientation in basic counseling objectives and techniques. Exploring the possibility of more formalized training for the staff, particularly in group techniques, the human services coordinator was successful in making arrangements with Washington's new Federal City College for the counselors to receive training in group leadership and dynamics through a course created specially for project personnel. The course was begun in April 1969, and continued through June. Participating staff members were allowed to enroll irrespective of their education background and had access to other course work offered by the college. Tuition costs for staff were covered by a consultant's fee paid to the college from project funds.

These training experiences and the availability of a human services coordinator for direct staff support brought about a revitalization of the counseling program. Counselors are presently providing both group and individual counseling, and there is more of an emphasis on the need for problem solving sessions rather than on maintaining a non-directive approach.

### B. Counselor Training

Project Crossroads' counseling staff, including supervisors, is composed of five black, indigenous staff members and four white, non-indigenous VISTA volunteers. These nine individuals also differ in cultural and educational backgrounds, and function on a variety of levels. One characteristic shared by all was that none had ever before worked as a counselor or had any formal training in the field of human services. The central problem confronting the human services coordinator was how to design a training program that would provide each of these staff members with (1) a base of education, information and skills, and (2) support and an opportunity for growth and advancement. Both of these objectives were recognized as prerequisites to enhance the project's counseling effectiveness.

A rather broad program was decided upon. First, an in-service training seminar conducted two hours per week for eight weeks was established in an attempt to teach some of the basic, traditional techniques of interviewing and the elementary aspects of human behavior. Second, case conferences were scheduled for a regular time each week at which time the counselor, his supervisor and the human services coordinator met to discuss the counselor's work. These sessions were intended to provide on-going in-service training where there would be both continued learning as well as individualized support for the counselor in his job. Third, a course entitled "A Seminar in Group Leadership" was designed specifically for the Crossroads staff at Federal City College. The professor drew up a course outline which was intended to teach the skills of group counseling through the staff's own observations and understanding of how they functioned in a group. This training schedule was complemented by several organizational changes within the project which provided the counselors with uniformity of purpose and procedure.

In the following elaboration of counselor training, the problems and successes of each approach is discussed.

#### 1. Seminars

The eight-week program of in-service training seminars, primarily set up to teach method, drew on a variety of materials related to counseling. The intention was to select those techniques and methods appropriate to Project Crossroads and use them as guidelines for operating more effectively. Annette Barrett's book Principles of Interviewing, Dr. William Glaser's book Reality Therapy, and materials on counseling from the Job Corps and similar programs, where counseling techniques have been developed, were presented and training films were regularly shown. Handouts outlining all of these materials were prepared and distributed to the staff.

Early in the sessions it became apparent that rather than being able to concentrate entirely on method or the "how to," as was intended at the start, the counseling staff had also to look at, and become convinced about, "the need to" standardize counseling operations and define their own roles, since there were as many definitions of counseling as there were counselors. Consequently, equal priority in training sessions was given to the need to concentrate on problems of the here and now that were amenable to realistic solutions, and job definition and responsibility (i.e., who does follow-up, how frequently is a participant seen, what information is necessary, how is the counselor's role explained to the participant, and so forth).

It was also apparent from the beginning that, no matter what the emphasis, the training seminars would meet with a great deal of resistance. This was partially due to the fact that many had been operating independently for so long that they had grown used to, fond of, and defensive about their own approaches. Few counselors readily admitted that they were unsure of their role or of their counseling effectiveness. In addition, the fact that an "outsider" was brought in to conduct a formal training program ten months after the inception of the project and only several months after completion of a six week informal training program, had the connotation of telling the counselors that "their way" needed to be re-evaluated. For the staff to accept this idea was to admit that less than proper job functioning had been the case thus far. Some felt this a threat to their job security.

Another factor as to why the "learner's role" was not well received was well stated in a recent article by Robert Brustein. Although the author is talking about the university setting, several of his points are very analagous to the training problems in Project Crossroads. The article states:

> . . . any one taking charge of a classroom or a seminar is open to charges of authoritarianism. (There is) hostility from many students toward the course where an "authority" communicates the fruits of his research . . . Preferred to this . . . is the discussion group or "bull session" where the students' opinion about the material receives more attention than the material itself, if indeed the material is still being treated. The idea . . . so central to scholarship . . . that there is an inherited body of knowledge to be transmitted . . . loses favor because it puts the student in an unacceptably subordinate position, with the result that the learning process gives way to a general free-for-all in which one man's opinion is as good as another's. Allied to this problem, and compounding it, is the problem of the black students who are sometimes inclined to reject the curriculum as "irrelevant" to (them) largely because of its orientation towards "white culture and history."*

If this is true on the university campus where people have, ostensibly, knowingly came to learn, the difficulty is compounded in a job training situation where (1) the indigenous employee did not knowingly accept an on-the-job training program, but merely a job, (2) where the job is in a field where most of the established materials have been created by the middle class to explain and describe the lower class, and (3) where the formal training process itself often has a negative connotation due to either, and perhaps both, unpleasant prior school experiences or an adverse reaction to what may be perceived as a "patronizing" form of job orientation.

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*"The Case for Professionalism," The New Republic, April 26, 1969.

To mitigate some of the resistance to the in-service training seminars, the human services coordinator eschewed traditional training methods of assignments and homework. Methods were tried which required a high degree of involvement on the part of the counselor-trainees, particularly role playing. The idea was to create an atmosphere of free discussion and criticism, guided by the group leader, in which the individual trainee would convince himself that a particular method or technique discussed in training was useful to him because he had really been involved in exploration of the different concepts. However, the human services coordinator had a tendency to concentrate too much on encouraging full discussions and criticism to the detriment of the main objective of integrating training materials and job requirements into the sessions. As a result, the seminars were somewhat less valuable as a training mechanism than we had hoped they would be. An additional factor inhibiting the group's progress was the interaction of indigenous staff and the VISTA volunteers. Each group was diverted frequently from the main purpose of the sessions by its need to defend its own views.

The seminar program's failure to fully achieve its primary objective of imparting a common base of knowledge and skill in counseling was particularly unfortunate in view of the indigenous staff members' common feeling that being black and having an intimate knowledge of the community were sufficient qualifications for a counselor. Due to the lack of emphasis and direction in the sessions, they were not sufficiently impressed with the value of, and their need to utilize, some of the traditional counseling methods being taught. There is no doubt that being black is a great advantage both for the participant, because he can more easily identify with his counselor, and for the counselor, because he can better empathize with the participant. In addition, the black counselor does not feel self-conscious in his own community, a factor which impairs the effectiveness of the VISTA counselors although they are generally more receptive to a formal training program than indigenous staff. Acceptance, however, is not enough. The participant must feel that his counselor has qualifications and skills other than his color before he will be able to distinguish the counselor from his buddies and feel that the counselor can actually help him with his problems and goals.

The major success of the counselors' in-service training program was that it enabled the staff to meet as a group and discuss job related problems in an atmosphere much more conducive to criticism and evaluation than that of a formal staff meeting. Although the seminars often centered on topics tangential to the intended subjects, they provided needed ventilation for feelings and opened better lines of intra-staff communication.

Group discussions revealed and often dissipated hostilities, mistrusts and misconceptions of staff members toward one another and toward various counseling concepts. For example, one crucial concern was the development of racial tensions among the staff, and much discussion was addressed to the question of whether Project Crossroads could be effective with an integrated staff. Upon analysis, it became apparent to all members of the group that what had been perceived as racial difficulties were, in fact, outgrowths of organizational problems. The real difficulties were separated from the imagined, and several procedural changes were made as a result.

### 2. Case Conferences

The second aspect of counselor training was the case conference program. This was an attempt to continue the learning process by the application to actual cases of methods taught in the training classes, with the human services coordinator providing support and back-up to the counselor. The conferences were scheduled for a regular time each week, during which the counselor, his supervisor and the human services coordinator met to discuss the counselor's work and review the files of each of his participants.

Case conferences provided the opportunity to individualize problems and pace and were more effective than the seminars because most counselors were more receptive to suggestions and assistance offered in private. In addition, the conferences assured a frequent and comprehensive review of project services to participants. One drawback to this program, however, is that the counselor's insecurity and resentment may be magnified as he faces two "bosses," his supervisor and the human services coordinator. Although the human services coordinator is an advisor and not a supervisor, the counselor has difficulty making the distinction. Consequently, there may be a certain degree of impairment of the desired relationship between the two, with a resultant loss of impact.

An additional problem is created for the supervisor, whom the counselor knows is untrained in human service work. The supervisor is in a position where his suggestions and ideas are very vulnerable to criticism. This can minimize his authority in the eyes of the counselor and render the supervisor insecure in his role.

To mitigate both of these problems, the human services coordinator's role in the case conference program is one of gradual withdrawal. At first the coordinator is fully involved in the conferences and gives direction to the meetings. Then, as the supervisor becomes better able to deal with the methods of counseling, the role of the human services coordinator is minimized. The final step is to have the supervisor and counselor review cases on their own, with the coordinator available for specialized problems or particularly difficult cases. Aside from the latter contingencies, the supervisor can ascertain the types of problems in relation to counseling techniques that seem to be prevalent among his staff and discuss these separately with the human services coordinator. The latter, in turn, can meet with the counselors as a group and concentrate on those areas where improvement is necessary. This gradually diminishing involvement allows the coordinator to become disassociated from the authoritarian role of "seeing whether the counselor is doing his job" and leaves the latter with only one immediate supervisor.

An alternative method of eliminating this need for both a supervisor and an advisor would be to hire only professionally trained staff as counseling supervisors. However, if credence is to be given to the "new careers" concept of job mobility for nonprofessionals, there must be room for advancement of line staff to the supervisory level to provide the incentive for better job performance.

In any case, the counselor must learn to cope with realistic pressures. Learning to relate to authority and to submit his work to scrutiny and evaluation is essential. If a counselor has pressing personal or personality problems, the supervisor and human services coordinator cannot become his therapists. A human services coordinator should not allow himself to be placed in such a position, even at the request of the supervisor, although a respect for and appreciation of such problems is important and a suggestion that the counselor seek professional help may be in order. The case conference must be task oriented and emphasize the counselor's ability to perform his job.

### 3. Group Leadership Course

The group leadership course at Federal City College was provided for several reasons. First, it would teach skills and build confidence in the counselor which would enable him to successfully run groups with his own participants. Secondly, it was hoped that if the job-related learning experience was gained at a college with the concommitant prestige and ability to earn educational credits, there would be an added inducement for learning. Thirdly, it was thought that by having an outside person making demands for learning rather than a staff supervisor, internal problems of role and organizational relationships between staff could be avoided.

This aspect of counselor training has had the most concrete results. Through it the staff has learned about the group process. Some have already begun to lead their own groups of participants. They have also learned a great deal about themselves and how they function together. Improvement in job performance and communication are the direct results of such discovery.

Thus, the "in-service training" provided by the outside source has been our most successful approach. Particularly relevant is that the training took the form of institutionalized education and has still been a success. However, the course was not a typical lecture course with tests and homework. It was flexible and non-threatening, and there was room for much individualization. In addition, the distinctions between indigenous and non-indigenous, college educated and non-college educated were insignificant and unrecognized. Everyone was equal and all were learning a new course at the same time for the same purpose--better job performance. In this context, the project's organizational structure was not an obstacle to the learning process.

### 4. Results

The combination of in-staff training seminars, individual case conferences and the group leadership course produced several noticeable changes not only in counseling techniques, but in the concommitant participant response. In the former area, a shift has taken place from the almost sole reliance on individual counseling to a balanced mixture of both the group and one-to-one approaches. In addition, there has been a shift in emphasis from the goal-directed counseling that had predominated throughout most of Phase I to a more need-centered counseling. The counselors, as their feelings of competence and comfort in their role increased, have decreased their emphasis on the short-range goals of assisting a participant in securing a job and receiving a favorable disposition of his pending legal charges, and increased their emphasis on helping him with the longer-range problem of future satisfaction.

It is difficult to isolate any one component of the three-part training program as primarily responsible for these changes. The three in combination have not only increased the counseling knowledge of both the indigenous and non-indigenous staff members, but have also increased their sensitivity to the needs of others. The introduction in counseling of the long-range plan, which will not reach fruition until long after the participant has completed his project program, is indicative of this new concern.

Changes in counseling techniques and objectives have also had a noticeable effect upon the participants' perception of the Crossroads program. The switch from goal-directed counseling has diminished the idea that the project is a service-oriented or a referral agency, and has increased the view that the staff is concerned about participants in more ways than merely their court involvement. The result has been an increase in the participants' confidence in the staff and a greater degree of cooperation in program performance.

In addition to greater program involvement, staff members noticed, in the closing months of the contract period, greater participant identification with and stability in the community. Job turnover was decreasing, educational program interest was increasing, and there was also a marked increase in participant discussion and concern about the future.

## C. The Role and Training of a Human Services Coordinator

The use of a professional social worker as a "human services coordinator" in Project Crossroads, and the problems she encountered in staff training and support, prompts a look at how well prepared a graduate social worker is to perform such a job. Schools of social work, being conservative in curriculum and style, are a long way from preparing their master's degree candidates with any supervisory skills, let alone skills they would need to supervise nonprofessionals. They are a long way, also, from formally recognizing the increasing use of nonprofessionals in the social sciences, so that even the supervisory courses that are available to the more experienced faculty do not deal with the psychology or the methods relevant for supervision in a program using nonprofessionals to provide a variety of services to individuals.

In a period of expanding use of nonprofessionals in the social service field, primarily because of the shortage of professional personnel to answer the need, this neglect on the part of the graduate schools of social work is difficult to understand. Professional social workers are the logical experts to provide leadership in this era of the "new careers" concept. They possess training and knowledge in the areas of human behavior, interviewing, casework, group work, and community organization. Their involvement with and support of indigenous human services workers would increase their own skills and knowledge as well as enhance the effectiveness of the less skilled workers they supervise.

To prepare the professional social worker to assume this role, which is attracting increasing numbers of young MSW's, the education of master's degree candidates in schools of social work should include, in addition to the traditional curriculum, course work and field placements in which students have the opportunity to learn about new careers and supervision of the nonprofessional. Workshops and seminars on supervision of the nonprofessional should also be sponsored, either by the National Association of Social Workers (NASW) or by the schools. The few such seminars that have been available are usually conducted by people outside the field. Occasionally a paper is written or a class run by a social worker, but this is the exception, not the rule. Only by starting in the graduate schools can we assure that the newly accredited professionals entering the demanding nontraditional areas of social work will be able to assume effectively their roles as human services coordinators.

This effort to provide leadership and support for the nonprofessionals in the social service field is not the sole responsibility of the universities. The national professional association, NASW, and the traditional social service agencies must cease being preoccupied with defensiveness and take the forefront in the new careers movement. Certainly there are milieus, such as psychiatric settings, where a high degree of education and training is both traditionally required and necessary. However, there are increasing numbers of programs needing and employing the nonprofessional human service worker and for which the nonprofessional is peculiarly qualified. It is unfair for the social work establishment to deny this worker the recognition and status he deserves and to refuse to accept its logical responsibility for contributing knowledge and support to the work he is doing.

### D. Community Resources Development

In the area of community resource utilization, the project staff was able to establish expedited access to municipal public health and welfare services for participants and their families through agreements under which the project staff had the responsibility of providing the background information and verification required before assistance could be extended. This inter-agency cooperation extended into the private sector as well, involving such organizations as the Salvation Army, Catholic Charities, and Project Crisis, whose ability to extend short-term financial assistance to participants with emergency needs was invaluable in a number of instances.

Another accomplishment of considerable importance to the objective of utilizing existing community resources was the arrangement between Federal City College and NCCY for Project Crossroads' counseling staff to receive specialized training at the college and access to all courses normally offered, irrespective of academic credentials. This was an exciting commitment on the part of the academic community to the "new careers" concept and an example to other cities of the practicability and potential of a partnership between manpower programs and the largely untapped resources of the university community.

## VIII. EDUCATION PROGRAM

### A. Development

Preparation for a Project Crossroads education program began in the first month of the contract period in anticipation of the need of the target population for some form of remedial education as an adjunct to employment and counseling services. Because such a program must be flexible, available to participants in the evening hours and involve a great deal of community organization, the project director decided that VISTA volunteers rather than regular staff would be responsible for its development and implementation.

Initially, this responsibility evolved upon a VISTA volunteer who had served in the education program of NCCY's Project Challenge at the Lorton Youth Center. In developing the program he consulted with education specialists in the Department of Health, Education, and Welfare and the Office of Economic Opportunity. Because of their proven effectiveness with young people having the same characteristics as those in the project, he chose educational materials used in the Job Corps as the foundation for the Crossroads remediation program. The purchase of a variety of supplemental remediation materials provided a balanced foundation upon which to begin.

During the first several months of work with youths referred by the court, these materials were used in informal, individual and small group tutoring sessions conducted primarily by the one volunteer. But, as enrollment increased and more participants were desirous of remedial services, it became apparent that the education program would have to be expanded. A young woman who joined the staff as a VISTA volunteer in early August, 1968, made arrangements to have the United Planning Organization's tutorial services office supply tutors on the project on a continuing basis. This enabled the project to offer individual tutoring on a regularly scheduled basis twice weekly and to a much larger number of participants. Soon, the tutoring program was expanded to three nights per week and the supply of tutors was augmented by direct recruitment of local college students and, through radio and television spots, of interested community volunteers. In May 1969, another VISTA volunteer was added to the education staff and plans were made for further expansion and diversification of the remedial education program in Phase II of the project.

### B. Goals and Objectives

Because participation in the remediation component is completely voluntary, and in view of the diverse age group served, the objectives of the education program have been flexible enough to serve a wide range of participant needs.

During the first six months of court operations (April-September 1968), when all participants were in the fifteen to seventeen age group, the goals of the education program were fourfold: (1) to meet crisis needs such as practice for taking an upcoming test or improving job skills, (2) to offer an atmosphere of success and comfort which would lead to more positive attitudes toward education, (3) to encourage and offer direct assistance in a field of interest, and (4) to assist dropouts in returning to school.

After project operations expanded to the General Sessions Court, in September 1968, the education component's focus was enlarged to accommodate the needs of an increasing number of young adult participants. Preparation for the high school equivalency diploma test (GED) became the major emphasis in adult tutoring. And, in order to make this opportunity available to as many participants as possible, the education staff, through the good offices of Miss Mary Gormley, the D.C. Public School System's Chief examiner for the GED, obtained a reduction of the age eligibility requirement for the examination from nineteen and one-half years to eighteen years for project participants.

No matter what the educational objective for an individual participant, however, the staff strove to offer a setting in which any positive movement, any movement which strengthened the participant's view of himself, would be acknowledged. The achievement of this common goal depended primarily upon the tutor's ability to draw the line between permissiveness and a clear understanding of a participant's needs. For this reason, prospective tutors were carefully screened, given an orientation on techniques and objectives, and assigned to participants with whom the staff felt they would be most compatible.*

### C. Tutors and Students

After a new enrollee completes his intake interview with a project counselor and has made arrangements for an employment program, the counselor introduces him to a member of the education staff who explains the remediation program and invites him to participate. If the youth expresses an interest, the education worker converses with him for a while to ascertain his needs, interests, likes and dislikes, and to determine the degree of involvement to which the youth is willing to commit himself. A tentative tutoring program in areas of the participant's choice is decided upon and he is scheduled for as many hours of tutoring per week as he desires and is compatible with his employment or home situation. Information obtained during this interview is recorded on a "Tutee" Information Sheet (Appendix F-2) which is the basis of the participant's education file. This form is also used to select and orient his prospective tutor.**

After each tutoring session, a Tutor's Report Form (Appendix F-4) is filled out and placed in the participant's file. In addition to providing regular progress reports on an individual's participation, this form allows for continuity of lessons when a substitute has to be used in the absence or termination of a regular tutor. Periodically, a member of the education staff reviews each student's progress with the tutor and may suggest new materials or emphasis. If there is evidence of a personality clash or if the student is not progressing as well as he might be expected, a change of tutors is immediately arranged.

Being a completely voluntary evening activity, the Crossroads education program was particularly susceptible to attrition and irregularity in attendance. In fact, during the first months of its operation on a regular nighttime basis, both tutor and student attendance was so sporadic that the program seemed likely to suffer the same fate as the early unsuccessful attempts to initiate evening group counseling activities. Several approaches were undertaken to improve the situation.

The most pressing problem was transportation, so the VISTA volunteers agreed to take turns running a neighborhood pick up service for both tutors and participants to eliminate at least one excuse for nonattendance. In addition, tangible incentives for consistent participation and progress were provided. The manager of the Loew's Palace movie theatre, Mr. Ronald Sterling, was contacted, and he agreed to donate periodically a generous supply of free movie tickets to the project for use by participants. These passes are highly prized items, all of them being for first-run engagements in one of the city's better theatres.

Finally, greater demands were made on the tutors to attend regularly and arrange for replacements when they were unable to attend, and tutors were carefully matched with students to assure a good working relationship. The example set by the tutors and the fact that they were community volunteers having no connection with the formal aspect of Project Crossroads probably were the most significant factors in developing the student interest and loyalty that makes for a viable program.

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*Mimeographed instruction sheets for tutors were part of this orientation and are presented in Appendix F-1.

**A file of Tutor Information Sheets (Appendix F-3) containing background information and areas of interest on each tutor is maintained in the education section and is drawn upon to select an appropriate tutor for each student.

A total of 42 tutors of all ages and from all walks of life were recruited during the contract period to work on a voluntary basis with Crossroads participants. They staffed the project office from 6:00 p.m. to 9:30 or 10:00 p.m. every Monday, Tuesday, and Thursday evening, and provided over 3000 hours of individual instruction to 115 enrollees and 48 unofficial participants over a thirteen-month period.

### D. Assistance in Returning to School

A large number of project participants had, for one reason or another, left school prematurely. When they did, they unwittingly assumed labels which are extremely difficult to remove: dropout, failure, etc. The names aren't important, but how they are used affects the youth's view of himself and his opportunities in society.

Where is the blame placed for a youth's inability to meet the school's and society's measure of success? The following is a staff member's report on one of the participants, whom we'll call Tony, who had been expelled from school for "tampering with a locker." It is an account of her visit, along with Tony and another staff member, with the principal of Tony's junior high school in an attempt to re-enroll him:

> Tony, 16 years old, is a ninth grade student who had been accused of breaking a lock on another student's locker and stealing money from lockers on several previous occasions. Compounding the situation, Tony's grades were poor, due in part to a speech problem with which teachers were not equipped to deal, and he was repeatedly late for school because there was no alarm clock in his home. Before suspension he had been absent for four consecutive days without a written excuse shortly before the latest locker incident.
>
> In view of the above background, and because he was under pressure from many students' parents to do something about "those older boys in school who are responsible for stealing from and frightening their children," Tony's principal presented him with two alternatives: (1) get out of school, or (2) be prosecuted through the Juvenile Court for stealing and destroying property. In either case, his winter coat was to be held at the school until he paid for the damaged property ($10.00). Tony left school--without paying for the locker.
>
> Meeting with the principal at Tony's request, we explained that Tony was interested in returning to school. But the principal stated that, in his opinion, Tony was totally disinterested in returning to school, that he had completely failed to respond to any of his (the principal's) two years of cooperation and assistance, and that his behavior indicated that he didn't want to return.
>
> Asked if he would be willing to give Tony a transfer, the principal replied that he couldn't transfer his school's problems to another principal. He said that Tony didn't belong in school but that he should become involved in vocational rehabilitation.
>
> At this point, Tony intervened to say that he was the one who knew best what he wanted in life and that he desperately wanted another chance to return to school.
>
> Finally, the principal agreed to take Tony back for a two-week trial period. If, at the end of that time he hadn't been late or absent, Tony would be readmitted.

At this time, Tony has been reinstated as a regular student. But he is returning to the same school, the same principal, the same teacher he left. Perhaps he will "cooperate" with the school better than he has in the past. Perhaps not. And in any case, there are hundreds, thousands of Tonys in Washington alone.

Making it possible to return to school for Tony is not enough; the kind of supportive services that will enable this young man and others with the same problems to succeed in the "community opportunity structure" requires an interest, programs and services not yet available except in limited cases. Nevertheless, the project staff assisted almost 30 participants to re-enroll in a full-time school program during the contract period. Despite the overwhelming odds against their remaining enrolled long enough to graduate, the extremely bleak picture of employment opportunities for most of these youngsters made continued education the only feasible alternative.

The education staff was also able to assist two participants realize their dreams of post-high school education opportunities. One, under Project Crossroads sponsorship, was accepted for enrollment in the fall by Wilberforce College in Ohio, and the other was helped to enroll in the Corcoran School of Art, with financial assistance from two interested citizens, Mrs. Paul Rankine and Mrs. Rose McMurray. The latter youth is currently studying under Mr. Leon Berkowity and stands an excellent opportunity of obtaining a regular Corcoran scholarship in the fall.

### E. Education Materials

Job Corps materials are the primary resource utilized by Crossroads tutors to build students' reading skills and in preparing participants for the GED examination. Extensive use is also made of the ARCO High School Equivalency Diploma Test Preliminary Practice Booklet and the United Progress, Inc., High School Equivalency Diploma Course of Study for GED preparation. The ARCO book is used to introduce the student to GED test settings, while the United Progress study course has proved most worthwhile for an extended review of high school subjects with students for whom future educational opportunities seem feasible.

The SRA (Science Research Associates, Inc.) Computational Skills Development Kit is the education program's basic arithmetic primer, easy to use and usually very successful in review situations. Cuisneaire Rods proved popular with the participants as a study aide in basic math.

For tutoring in basic reading, the Reader's Digest Skill Builders material is preferred by students over Step Up Your Word Power or the Sullivan Associates' Basic Reading Kit. The Bell and Howell Language Master has been useful in "breaking the ice" with students involved in remedial reading. They enjoy hearing themselves on the card tapes, and the experience helps lend a "fun" label to the education program.

For tutoring in-school participants in such subjects as chemistry or social studies, the student's school text is used and a tutor selected for his special interest in the particular area.

Following Daniel Fader's Hooked on Books tradition, a 2000-volume paperback library is maintained in the project office. Participants are encouraged to take any book they will read and keep it or pass it on to a friend. Books continue to be generously donated to the project in response to radio and television public service announcements, private contacts, and solicitations to book publishing and distributing companies. Black periodicals, including classic comics, are also available and are very popular with the participants.

The materials discussed above have been utilized by the project because of their adaptability to almost any setting and their appropriateness for the type of student generally serviced by the program. Based on project experiences, we recommend these materials to other manpower programs similar in objectives and population to the Crossroads experiment* It is important to remember, however, that the most important resources of any remedial education program are the tutors' sensitivity and imaginative use of the knowledge they have. Upon their skill in using these tools to make the learning experience a meaningful and, hopefully, a pleasant experience for the student rests the ultimate success or failure of the program.

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*A complete list of materials utilized in the project's education program appears in Appendix F-5.

## IX. VISTA UTILIZATION

### A. Overview

The VISTA volunteer contingent assigned to Project Crossroads by the Office of Economic Opportunity added a dimension of demonstrated public concern to project services and greatly increased program flexibility. Possessing a diversity of backgrounds and eager for involvement, the volunteers were readily utilized in every area of program operation.

The range of positions which VISTA volunteers filled during the first phase of the project underscored their versatility and value to the program. Two VISTAs set up an extensive education program staffed by community volunteer tutors. Subjects taught ranged from remedial reading to preparation for college entrance examinations, and a substantial library of paperback books was established and made available for the participants' use.

Several VISTAs served as community workers responsible for the orientation, counseling, follow-up and community referral assistance of program participants. One volunteer was assigned to job development and placement, another to screening and recruitment of court referrals and the submission of periodic evaluation reports to the U.S. Attorney's Office on each adult enrollee. The remaining VISTA, a lawyer, was instrumental in developing procedures and criteria for the project's General Sessions Court component and served as team leader for project operations in that jurisdiction.

The volunteers' assessments of their term of duty with Project Crossroads were generally favorable. Most viewed defined responsibilities and objectives as the major assets of their project involvement, providing a structure within which to develop a specialized competence and increase individual effectiveness. At the same time, several volunteers expressed the opinion that structure was a two-way street, that it inhibited the individual initiative and total community involvement which are the essence of VISTA service.

Aware of this potential problem from previous experiences with VISTA utilization in the Project Challenge program*, the project director and supervisors continuously examined and adjusted operational procedures to maintain the best balance between specialized utilization of VISTA talents and the volunteers' desires for freedom of action and flexible response capability. We believe we have been successful in this effort, as evidence by the broad spectrum of agencies contacted and regularly utilized by the volunteers on the participants' behalf, irrespective of their project assignments. These contacts ranged from the District of Columbia Board of Education to the Seventh Day Adventists' Welfare Office and covered every conceivable health, welfare and legal aid resource in the city. In many instances it was the VISTA volunteers' involvement in community services and knowledge of procedures that regular staff relied on for assistance to participants, especially on the neighborhood level.

For Phase II of the project, which will be completed September 15, 1970, the VISTA effort and participation has been reevaluated and will consist of five main areas:

1. Education--This aspect of project operation has proved to be effective and made a substantial contribution to participants. It will be extended, and continue to offer educational remediation, preparation for the GED, college oriented tutoring, and provide special programs in arts, drama, etc.

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*NCCY Project Challenge Final Report, National Committee for Children and Youth, 1968.

2. Recruitment of community volunteers to serve as tutors and special resource persons in the development of direct services for children in a court setting with focus on the very young.

3. The creation of a club house for project participants and a possible future extension to include emergency shelter and 24 hour availability for those involved in the program. It will serve educational as well as recreational aims.

4. Resource mobilization for the participants' relatives and families which cannot be made available by direct staff assistance in the framework of the program.

5. Direct involvement in supportive areas to youth detained at the District of Columbia Receiving Home for Children. Such assistance to be in education, recreation, job finding, housing location, etc. with the youths themselves and their immediate families.

### B. VISTA Evaluation

Project Crossroads is an urban, specialized program testing a number of highly controversial features in the general field of the administration of justice. While its operational activities are strictly based in the greater Washington, D.C., area, the implications are national and may well set new patterns in dealing with first offenders, in staff utilization, and manpower services to young people. VISTA contributions are highlighted and receive particular attention in view of on-going concern in respect to volunteer services aspects in the human services field.

Therefore, at the conclusion of Phase I of Project Crossroads, it is appropriate to make some judgments about the most appropriate utilization of VISTA volunteers in programs of this nature. Although the VISTA lawyer and the volunteers assigned to the education, recruitment and employment components of the project were comfortable and effective in their jobs, there was at least one major disadvantage in utilizing white, middle class volunteers as counselors to inner city youths. Given the difference in life styles between the project population and the VISTA volunteers, it was, if not impossible, at least extremely difficult for the latter to attain the requisite sensitivity to be effective counselors.

On the other hand, there are many strengths which middle class volunteers can bring to a counseling situation and which can be used to complement the skills of indigenous counselors. For example, towards the conclusion of the first phase of operations, one VISTA volunteer was assigned to a caseload as a counselor's aide. This volunteer rendered important assistance to the staff counselor and contributed substantially to the effort to build a relationship between the youths on the caseload and the project staff.

Our success with this experiment may result in its serving as a pattern for future VISTA utilization. In this way VISTA volunteers will not only be liberalizing the courts through the project as a whole, but they will also be helping to train indigenous, paraprofessional staff in skills these staff members need to make the "new careers" concept a successful one.

## X. OBSERVATIONS AND RECOMMENDATIONS

### Program Implementation

- One of the most important elements in the successful implementation of a pre-trial diversion program is the establishment of the project staff's credibility with judicial and prosecuting authorities. There are a number of sensitive areas in this regard: staff discretion about confidential information in police complaints and the prosecutors' files, maintenance of accurate records on participants' project performance, attitude and decorum among staff members appropriate to the dignity of the court.

- Consultation with arresting officers about a candidate's suitability for project participation is another important means of obtaining acceptance for a pre-trial program. Not only is the arresting officer a source of information which does not appear in the official complaint, but consultation with the officer involves him in the rehabilitation process and contributes to better police-community relations.

- The recruitment and selection of project staff is an area requiring the greatest possible care, since it is the quality and dedication of the personnel that will determine a program's reputation and success with the participants and agencies involved.

- It is not realistic to expect immediate implementation of a theoretical program design by a project staff. As in any endeavor, a planning phase is necessary to examine the practical difficulties likely to be encountered in program implementation and to anticipate the capability of responses to such contingencies.

- To expect nonprofessional indigenous staff members to bring fewer personal problems to the job than professional workers is not reasonable. Some of the same adjustment problems relating to employment among the disadvantaged individuals served by manpower programs will appear among the indigenous staff as well. If program administrators are committed to the use of such personnel they must be willing to invest in the future performance of this staff by greater than usual considerations during the adjustment period these nonprofessional workers experience. Continuous and relevant in-service training is also essential to maintain interest.

### Funding

- Funding agencies are urged to recognize that programs which attempt to apply previously untested hypotheses should be implemented in two stages: the first to explore efficient patterns of operation and establish feasibility, the second to measure and assess program effectiveness. Final judgments on the effectiveness and impact of a program design must be deferred until operational patterns are firmly established and there is sufficient data from which to draw policy implications.

- As important as it is to have adequate funding and lead time for experimental program implementation, continuing financial support and eventual operational absorbtion need to be anticipated as well if full value is to be obtained for the effort.

### Recruitment and Selection of Participants

- It is the project's experience that pre-trial diversion programs have the greatest potential for success if directed at first offenders, since they are generally more likely than more sophisticated offenders to regard a community-based pre-trial program as an opportunity, and are aware of consequences to a much greater extent than the individual who has been exposed repeatedly to the judicial system.

- Since manpower programs are designed to provide primarily economic rehabilitation, first offenders charged with economic crimes, and who are eking out a marginal existence, are the most likely group to benefit from such services in a legal offender program.

- Focusing on first offenders increases the likelihood of public acceptance and support for a program urging innovative, non-punitive procedures by the police-court system. Since lengthy and time consuming legal procedures leading to the adjudication process are perceived generally as ineffective to deter the offender from further criminality, economic assistance for employment and supportive counseling techniques to keep people on the job are seen as not only increasing the individual's productivity but as offering him the opportunity for self-respect, an essential element for future positive community participation.

### Employment Services

- There is a high demand for full-time and part-time jobs among inner city high school students, yet little, if any, emphasis is placed on part-time employment opportunities by existing job referral agencies. This is an area of youth unemployment that requires much greater attention on the part of the employment services and local business groups such as the Board of Trade and the Chamber of Commerce. These organizations, public and private, are in a position to provide a reservoir of part-time jobs and a systematized referral service for such employment.

- Project participants placed in white collar government jobs evidenced markedly higher job stability than youths placed in other types of employment. Such positions are available in substantial numbers during the city-wide summer employment program but at other times are rarely accessible to youths without proper academic credentials. If government employment with on-the-job training were available on a year-round basis to disadvantaged youths, there might be a significant reduction in unemployment among school dropouts.

- Although increasing numbers of jobs are becoming available in the suburbs of Washington, D.C., the combination of minimum wage scales and high transportation costs make them impractical as placement resources for most project participants. If inner city youth are to take advantage of suburban employment opportunities, special transportation arrangements will have to be provided or their remuneration adjusted to compensate for the higher transportation costs incidental to employment.

### Counseling

- The use of nonprofessional staff requires, if it is to be effective, professionally supervised training in objectives and techniques.

While in-service training can be made a continuous and integral part of the job assignment, training done by an outside source, such as that provided Crossroads staff through Federal City College, should be used at least as a complement to the former. Outside training provides for a more relaxed environment in which learning can more easily occur and eliminates, to a large extent, the restrictive hierarchical structure of the office environment.

- Although nonprofessional, indigenous staff members can be effectively utilized as supportive services personnel, project experiences indicate that such individuals should be recruited and screened carefully to ascertain if their degree of identity with the participants and their life style is an obstacle rather than an advantage in their role as counselors.

- Black nonprofessional, indigenous personnel were more successful in establishing effective counseling relationships with project participants than the white, non-indigenous staff or service volunteers. Supportive services provided by nonprofessional personnel whose cultural and experiential backgrounds are similar to those of the group served is recommended for similar manpower programs.

- A divergence of views on policy and operational matters is almost inevitable among a mixed professional-nonprofessional staff. In order to avoid deep rifts and self-defeating factionalism, effective procedures for discussion and resolution of legitimate staff grievances and differences of opinion must be provided. While it is important that both nonprofessional and professional staff receive equal consideration of their opinions, final program and policy decisions cannot be made by group consensus, but must remain the responsibility of the program administrator. In short-term projects, in particular, this is essential to maintaining program focus.

### VISTA Volunteer Involvement

- The utilization of VISTA volunteers in a manpower services program adds depth and flexibility to staff capabilities. VISTA volunteers are better able to offer and conduct evening programs and weekend activities for participants, are trained in community organization, and are often able to introduce innovative approaches to program operations.

- Remedial education classes and related activities are important components of a manpower program. Being a completely voluntary aspect of Project Crossroads participation and conducted by VISTAs and community volunteers, they provided a non-directive and informal atmosphere of learning and involvement to balance the project's relatively more demanding and structured counseling and employment services.

- Remedial education services provide a built-in system of rewards and self-motivation for manpower service programs by enabling participants to realize tangible and immediate results from their involvement.

- Educational programs and related activities such as field trips, film discussion groups and guest speaker forums are an excellent area for direct involvement of interested citizens and community groups in manpower program efforts.

- VISTA and other community volunteers, more so than regular staff members, are an important symbol of community concern for the problems of the young offender population and help offset the slight but inevitable authoritarian connotations of a pre-trial program.

## APPENDIX

A. Juvenile Court Program Development
B. General Sessions Court Program Development
C. Project Crossroads Intake Form
D. Project Crossroads Employment Referral Form
E. Project Crossroads Employment Introduction Card
F. Education Program Forms

APPENDIX A

# JUVENILE COURT PROGRAM DEVELOPMENT

## A. Negotiations

The National Committee for Children and Youth's (NCCY) proposal for a pre-trial diversion program for youthful first offenders was approved for funding as an experimental and demonstration project by the Manpower Administration in early January 1968, and named Project Crossroads. Over the following two months, a number of meetings involving NCCY and Juvenile Court representatives were held to discuss implementation of the proposed project and to develop operating procedures which had been treated in general terms in the original proposal.

After an initial meeting with Chief Judge Morris Miller resulted in an agreement between the National Committee for Children and Youth and the court to proceed with the planning for Project Crossroads, project representatives met with Associate Judges John D. Fauntleroy and Orman W. Ketcham to familiarize them with the scope and aims of the project and to enlist their cooperation. Subsequent to these meetings, a strategy was developed to provide a comprehensive orientation program for both staff and line personnel of the court. Recognition of the need for such an orientation program was prompted by previous NCCY experience and that of other demonstration projects which indicated that the effectiveness, operation and ultimate success of a demonstration project is very significantly affected by the receptivity and support which it receives at all operating levels from the host agency.

Following orientation of the judiciary, the project staff met with the director of social services, section heads and supervisors of the intake, child support, and probation sections of the Juvenile Court. At these meetings, an orientation to the nature and results of previous demonstration projects conducted by the National Committee for Children and Youth and a description of Project Crossroads, its rationale and relationship to the broader spectrum of programs and developments of the Manpower Administration, were presented. As a result, a steering committee consisting of a supervisor from each division and two project staff members was appointed to discuss in greater detail the procedures for a cooperative and orderly implementation of the project.

Subsequently, an orientation meeting was held with the supervisors and line staff of the court's intake section, that division of the court from which most juvenile referrals to the project are received and to which reports are sent during the time a respondent is pending initial hearing. The content of this orientation was essentially the same as that provided for section chiefs and supervisory staff, but with greater emphasis on project recruitment, selection and reporting procedures.

On April 4, recruitment of juvenile respondents for Project Crossroads participation was begun and the operational phase started.

## B. Criteria

In the second month of project operation, criteria for participation in Project Crossroads were modified slightly from those included in the original NCCY proposal to allow involvement of youths who, though not unemployed or out of school, were making a very tenuous adjustment in one of those areas. Project experiences during the first month of operation indicated that many youths who otherwise met the criteria for enrollment--and who obviously could benefit from project services--were being denied enrollment because of unnecessarily rigid requirements for participation.

Criteria for participation as thus modified are as follows:

(1) Age 16-18, male or female.

(2) First offenders, defined as any youth not previously adjudicated as delinquent for offenses which would be considered violations of criminal law if committed by an adult (excluding, for example, previous adjudications for truancy or beyond control).

(3) Unemployed and/or out of school, or making a very tenuous school or employment adjustment.

(4) Underemployed, or employed at a level not commensurate with ability or prior skill training.

(5) Acceptable offense category. Since Crossroads is a diversion project, participation is limited to youths charged with offenses which might be considered for dismissal by the judge at initial hearings, such as the following: larceny, receiving stolen goods, destroying property, unlawful entry, attempted burglary II, disorderly conduct, possession of marijuana, and unauthorized use of a motor vehicle. If there are mitigating circumstances, more serious offenses are acceptable at the discretion of the court.

(6) Approved for participation in the project by the intake officer and/or the court after voluntarily electing to participate.

Each individual considered eligible for project services is advised of his right to stand trial, the voluntary nature of his participation, and the conditions and requirements of the project should he choose to participate.

The criteria specifically exclude juveniles identified as chronic alcoholics, pathological sex offenders, and narcotics addicts; those whose offenses include aggravated crimes against the person or serious assaultive behavior; or individuals with deep-seated psychological or character disorders.

In the early months of the project, the above limitations and the court's cautious initial response to the program resulted in the referral of only those juveniles charged with minor misdemeanors. As time went on, the combination of a low rate of referral to the project and growing confidence on the part of court authorities in the project staff's ability to provide meaningful services resulted in an expansion of offense category criteria to include the following offenses when there are mitigating circumstances, as determined by the court intake officer: grand larceny, robbery, and carrying a dangerous weapon.

However, juveniles charged with the following offenses were categorically precluded from project consideration because of the nature of the crimes and the court's reluctance to consider dismissing the cases of first offenders who have committed them: homicide, forcible rape, armed robbery, assault resulting in critical injury, arson, pathological sex offenders, and first degree burglary.

### C. Recruitment

#### 1. Sources

Project participants are recruited from three sources: (1) youths referred directly from the intake section of the Juvenile Court after the intake worker has reviewed the case, interviewed the alleged violators and decided whether or not the case should be petitioned and/or if the juvenile would be amenable to Crossroads services; (2) cases received at initial hearing, which the court is willing to dismiss at that point on the condition that Project Crossroads work with the youth(s) for a period of 90 days; and (3) cases referred from attorneys and approved for project participation by the appropriate court intake officer.

The first category has accounted for the largest proportion of enrollees, and it is at this stage of adjudication, we believe, that alternatives to formal court action can best be implemented. Recruitment at the point of court intake allows the project staff to intervene as soon as the offense has been brought to the attention of the court. Also, the existence of a pre-trial program provides the court intake workers with an alternative to petitioning a case for a formal hearing, thereby relieving some of the strain on the court's busy trial calendar, when it appears that a youth would benefit from community-based supportive services.

### 2. Procedures

Recruiting procedures from the Juvenile Court initially entailed receiving referrals directly from the judge presiding at initial hearings. However, due to the low referral rate derived from this source and the anticipation that recruitment at an earlier point in the court process would aid the participant by providing immediate services, arrangements were made with the Social Services Division of the Juvenile Court to have referrals made directly at the point of court intake.

A youth generally is summoned to the intake section of the juvenile court within a few days of the alleged commission of the offense. An intake officer who is a social worker conducts the interview and decides if the case should be brought to the attention of the judge. If the interviewer decides that the respondent is a potential Crossroads participant, he is referred with a Social Service Referral Form (Appendix A-1) to a member of the project staff stationed in the intake section. Thus, response to the youth's alleged offense is immediate, in spite of the delays sometimes encountered in actual court proceedings.

When an intake officer is informed that a participant has been accepted into the project, he marks the youth's file to alert the clerk's office that the respondent is a Crossroads participant and is to be calendared for an initial hearing at the end of ninety days. This latter procedure was instituted in order to reduce the amount of time for Crossroads participants between intake and initial hearing. For most of the contract period, the length of time before initial hearing was averaging approximately six months, and many cases were not calendared for eight or ten months. The result of this backlog was that counselors' caseloads were getting much too large. The effect on the participant of this long delay was also important since many of them felt that the court had forgotten about their cases! The new procedures will allow Crossroads cases to be heard in approximately three months after project enrollment.

The project also attempts to utilize one other procedure to expedite the cases of those participants who are doing well. It is possible for an intake officer who petitions a case for court action to ask that the case be reviewed by the court Hearing Officer if the participant has stabilized himself over a period of time. The Hearing Officer, after reviewing a case, can recommend to the chief judge that the case be dismissed.

## D. Reporting Requirements

When a participant is accepted for participation in the project, his intake officer is immediately notified. Approximately two weeks after entry into the project, a letter* describing the program to which the youth and his counselor have agreed is forwarded to the intake officer. This report, copies of which are sent to the parent and attorney, if one has been appointed, is read by the intake officer and then placed in the youth's social file.

Initially, biweekly progress reports (Appendix A-3) on each participant were also sent to the appropriate intake officers, but in the latter part of Phase I, court personnel felt comfortable enough about the project to dispense with the requirement of biweekly reports in favor of a comprehensive final report (Appendix A-4) at the time of a participant's initial hearing.

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*A sample program letter is presented in Appendix A-2.

When the time arrives for a final recommendation to be made in reference to a participant because his case is coming up for initial hearing, the counselor assigned to the case discusses the progress of the youth with the section head. There are few surprises at these discussions since weekly case reviews are held by the section head and the human services coordinator with the various counselors. By the time a youth's case comes up for initial hearing his counselor and, more important, the youth himself, know what type of recommendation will be made. The youth essentially writes his own recommendation by his response to the program which he and his counselor work out during the initial stages of participation.

As a rule, a favorable recommendation will result if the youth has maintained regular attendance in school or at work, if he has maintained contact with his counselor, and if he has no further violations. Counselors also regard as important some progress on the part of the youth towards recognizing those attitudes which have caused him difficulty with the law. Recently instituted group counseling sessions are designed to bring about a reexamination of these attitudes on the part of the participants.

A youth's counselor appears in court and speaks for the participant only when a favorable recommendation is to be made. In other cases a written factual report of the youth's participation (or lack thereof) in the project is forwarded to the presiding judge and no recommendation is made.

### E. Disposition of Cases

The initial hearing is the stage in the Juvenile Court process at which a juvenile respondent appears before a judge for the first time.* The youth is then formally advised of the charges placed against him and the judge, who asks the youth if he pleads "involvement" or "non-involvement," decides whether or not the case should go to trial. If charges are brought against the respondent at intake and the case is set down for initial hearing, it is at the point of initial hearing that Crossroads makes a recommendation. By that time the project staff has had a substantial period of time with which to work with the participant and evaluate his attitude and behavior. It is also the last opportunity for the project to divert the youth from the Juvenile Court process. If the charges are dismissed (i.e., the case is closed without a finding) at that point, the participant's formal project enrollment is terminated since the objectives of his participation have been fulfilled.

If a participant is fined, sentenced, or placed on probation at his initial hearing, his formal project participation also terminates since the project apparently has been unable to achieve diversion of the youth from an adjudication of "involvement." There would also be a duplication of project services if a probation officer is assigned to the case after adjudication. When a participant is placed on probation the Crossroads counselor who worked with the youth provides information about the participant to his probation officer so that the latter will have the benefit of any information which might help him plan a program with the youth.

If a participant's case is continued for trial or social study at his initial hearing, he is usually closed out by the project since there can no longer by any diversion from the court process. If, however, a counselor feels that he is making good progress with the youth, the case is kept open in the hope that a favorable report from the project may affect the sentencing of the youth if there is a conviction at the trial.

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*If upon referral to the court a juvenile has been determined by the intake worker to require incarceration or the protection of the court, he would have had an immediate court appearance to decide this question.

The decision as to whether or not to continue working with a youth who allegedly commits a second offense is made on an individual basis. Such a youth may be dropped from the project if it appears that little can be done or that interest is lacking in the participant. If the court intake officer feels that there is a chance that both charges might be dropped by the judge should the participant make substantial progress, then the counselor continues to work with the youth.

Lack of cooperation on the part of a project participant is a reason for termination at any stage. Such cases are evaluated and reviewed by the counselor, the section supervisor, and the human services coordinator to determine whether every possible effort has been made in the juvenile's behalf. If it is determined that every effort was expended the case will be terminated.

When a decision is made to terminate a case, a formal closing letter (Appendix A-5) with reasons for termination is sent to the court, the participant's parents and his legal counsel, if any. In addition, the community worker will personally discuss and explain this decision directly with the participant.

## F. Consent Agreement Participants

### 1. Early Negotiations

Negotiations concerning the possibility of a "consent agreement" program for selected Juvenile Court respondents were begun in October 1968, when the project director proposed to the Honorable Morris Miller, Chief Judge of the Juvenile Court, that this innovative procedure, recommended by the President's Commission on Crime in the District of Columbia, be implemented in the court on a trial basis as a supplement to the regular Crossroads program. Judge Miller called a subsequent meeting in late October, involving Mr. John Larkin, juvenile hearing officer, Mr. Edgar Silverman, social services director, Mr. Donald Bennett, clerk of the Juvenile Court, Miss Mathea Falco, law clerk to Judge Miller, Miss Norma Holloway, assistant corporation counsel, and project representatives, to discuss a few ideas and suggestions on how the new program might be coordinated with the various phases of the Juvenile Court process.

Following the above meeting, the project director met with the new director of the Legal Aid Agency of the District of Columbia, Mrs. Barbara Bowman, and two members of her staff, Messers. Tony Nuzzo and Richard Rougeau, in order to determine the feasibility of obtaining their assistance to represent the first group of consent agreement cases. After consideration, the Legal Aid attorneys agreed to be "interested parties" on condition that any acknowledgement of an offense by a participant during negotiations would not be used against the youth in the event the case came to trial.

It was agreed through later negotiations that Project Crossroads would work with a sample of twenty-five cases meeting project criteria, excluding any offense category which the court would consider inappropriate for pre-trial disposition, to be selected at random from cases to be petitioned by the court intake section. These twenty-five cases would receive project services under a contractual arrangement involving the mutual consent of the youth, his parents, a lawyer, and a project representative. The contract negotiations were to be handled by an intake officer, and the consent agreement signed by all the parties and submitted to the chief judge for approval and review. This was later changed to allow a project representative rather than a court intake office to explain the consent agreement to the interested parties.

In the event that negotiations fail or the agreement is violated, the court is notified and the participant's case reverts to normal court processing. It was proposed originally that when a violation occurred, the youth would be given the opportunity to present

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his version of the facts at an informal conference, but this provision was not approved because of the additional problems it would present.*

### 2. Criteria

Juveniles eligible for participation in the Project Crossroads Consent Agreement Program consist of males and females 16-18 whose prior contacts with the Juvenile Court have never resulted in an adjudication of involvement. These juveniles must be currently before the court because of a decision by the Juvenile Court intake section to petition a single offense from any of the following categories: petit larceny, unauthorized use of a vehicle where the juvenile is alleged to be a passenger, disorderly conduct (with the exception of riot cases), attempted burglary, unlawful entry, and damage to property.

### 3. Court Procedures

(1) Cases meeting the above criteria are screened by the court's intake officers. When a juvenile is found to meet the above criteria, the intake officer alerts the chief of intake by attaching to the youth's court file a Social Service Referral Form which indicates that the juvenile is a potential project candidate.

(2) The chief of intake then forwards the referral sheet and social file to an officer of the court designated by the chief judge. This officer reviews all cases for eligibility, decides which cases will be in the consent agreement group and forwards the names, addresses, parent's name, and name of the intake worker to Project Crossroads.

(3) The officer of the court notifies the clerk of the court that all consent agreement cases must be scheduled for initial hearings within 90 days.

(4) Project Crossroads staff notifies the officer of the court within 60 days after a referral whether, as a result of the juvenile's cooperation with Project Crossroads, his case can be changed from the judge's calendar to the hearing officer's calendar. If the youth's cooperation has been satisfactory, his case can be disposed of by the hearing officer. If his cooperation has not been satisfactory, the case will remain on the judge's calendar.

(5) Because any new charge brought against a Project Crossroads participant will render him ineligible, the chief of intake notifies Project Crossroads when this occurs. The project's juvenile section supervisor, in turn, informs the officer of the court so the case can be officially withdrawn from the consent agreement group.

Cases not meeting the consent agreement criteria can still be directly referred to Project Crossroads by the court intake officers for participation in the project's Juvenile Court program.

### 4. Project Procedures

Upon referral of the names of possible participants, the chief of the project's juvenile section sends a letter (Appendix A-7) inviting each candidate and his or her parents or guardian to the project office to explain the reason for Project crossroads and the consent agreement program.

At this initial contact, the program is explained and the cooperation of both the youth and his parents is solicited. They are asked to sign the Consent Agreement (Appendix A-8) and are informed that they will receive a copy of it in the mail along with a program letter which will explain what has been planned for the participant. Copies of all signed consent agreements and of all program letters are also forwarded to the court.

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*The memorandum of understanding between the D.C. Juvenile Court and Project Crossroads regarding implementation of the consent agreement program is presented in Appendix A-6.

If no response is received from the first letter, which is hand-delivered by a project counselor who is thus available to answer any preliminary questions, a second letter is sent. If no response is received after the second notification, the court officer is informed in order that the youth's file may be moved along through the normal Juvenile Court process.

When a participant and his parents accept and sign the consent agreement, the participant is asked to return to the office the following day to begin planning a program with his counselor.

Sixty days after a youth has been accepted for participation in the consent agreement program, the section chief informs the court whether, on the basis of the participant's progress, the case can be removed from the initial hearing calendar and placed on the calendar of the hearing officer for possible dismissal. At the end of ninety days a hearing is held before the hearing officer. Parties participating are the youth and his parents, the Legal Aid Agency Attorney or privately retained defense counsel who signed the consent agreement, and the youth's Crossroads counselor. At this point the hearing officer reviews the case and the youth's performance in the project and if he is satisfied that the youth has lived up to the consent agreement dismisses the pending charges. If the youth's project participation is not satisfactory, he is petitioned for court action on his delinquency complaint and replaced on the court calendar.

### 5. Analysis

Some of the principle aims of the consent agreement were to limit the time before a youth charged with an offense receives a court hearing and to involve the youth and his parent in planning a constructive program of activity which, if followed, would predispose the hearing officer to dismiss the charges against the youth. The use of a hearing officer in these cases also, of course, kept additional matters from being put on the judges' already overcrowded calendars. Although these aims are worthy ones, problems developed in the execution of the consent agreement concept. One unexpected major difficulty is the delay between the time the youth commits the alleged offense and the time he is enrolled in the program. By the time the paperwork goes from the intake division to the prosecutor's office and then to the Juvenile Court clerk's office for selection for the consent agreement, one to two weeks have elapsed. Another week generally goes by before an appointment can be set up with the youth's parents. Attempts to speed up this process have met with only partial success. A number of participants had committed second violations and were, therefore, ineligible for the consent agreement program before they could even be enrolled in the project.

Although there are still several more youths to be enrolled in the consent agreement program before the experimental group of twenty-five is recruited, it appears at this point that the disadvantage of not intervening immediately at intake may make the consent agreement approach impractical.

Appendix A-1

## SOCIAL SERVICE REFERRAL TO PROJECT CROSSROADS

NAME: ______________________ DATE: ______________

ADDRESS: ______________________ DOB: ______________

______________________ PHONE: ______________

HAS RESPONDENT EVER BEFORE BEEN KNOWN TO THE COURT? ______________

WHEN? ____________ WHAT WAS THE DISPOSITION? ______________

______________________________________________

PRESENT CHARGE: ______________________________

PETITIONED FOR HEARING ON PRESENT CHARGE? ____________ IF NO, IS REASON BECAUSE OF EXPECTED CROSSROADS PARTICIPATION? ______________

OTHER REASON? ______________________________

COMMUNITY STATUS:
- ☐ TENUOUS EMPLOYMENT
- ☐ TENUOUS SCHOOL ENROLLMENT
- ☐ UNEMPLOYED
- ☐ OUT OF SCHOOL

PARENT'S OR GUARDIAN'S NAME: ______________________

REFERRED BY: ______________________ DIVISION:
- ☐ INTAKE
- ☐ CHILD SUPPORT
- ☐ PROBATION

### PROJECT USE ONLY

☐ ELIGIBLE

☐ INELIGIBLE (REASON: ______________________

______________________

INTERVIEWER: ______________________

APPENDIX A-2: Program Letter

May 14, 1968

MEMORANDUM

TO: The Honorable Morris Miller
Chief Judge
Juvenile Court

FROM: Project Crossroads

REFERENCE: William Doe (DOB: 7-15-51)
1186 Webster Street, N.E.
Apartment 10
Washington, D.C. 20011

With the concurrence of William and his father, we have enrolled him in the Youth Opportunity Center Summer Employment Program. William will work as a clerk at the Department of Agriculture during the summer months, and may be able to continue in the job on a part-time basis during the 1968-69 school year.

Counseling and follow up assistance and remedial education will be provided by the project staff to help William with his adjustment in the community, in school, and in the forthcoming summer employment.

We will continue to keep you informed of his progress.

/mmj

cc: Mrs. Zenobia Hart
Mr. William Doe, Sr. (Parent)

APPENDIX A-3:

NATIONAL COMMITTEE FOR CHILDREN AND YOUTH
PROJECT CROSSROADS
527 Sixth Street, N.W.
Washington, D.C. 20001

Date: ____________________

CONFIDENTIAL

## PROJECT CROSSROADS INTERIM PROGRESS REPORT

TO: Mrs. Pauline Ryder
Chief, Intake Section
Juvenile Court

FROM: ______________________________ Reviewed by: ________________
Crossroads Counselor

REFERENCE: NAME: ____________________________ U.S. # ________________
ENROLLED IN PROJECT: ____________
CONTINUANCE DATE: ____________

1. Is the participant still employed or enrolled in a job or training program?
Yes _____ No _____

REMARKS: ________________________________________________

2. Is participant presently in school or otherwise involved in an education program? Yes _____ No _____

REMARKS: ________________________________________________

3. Is participant in general cooperative with project personnel?
Yes _____ No _____

REMARKS: ________________________________________________

4. Is there any change in participant's address? Yes _____ No _____

SPECIFY: ________________________________________________

5. Is the participant's attitude improving? Yes _____ No _____

If no, why not: ________________________________________________

6. General Remarks: ________________________________________________

________________________________________________

________________________________________________

cc: Mr. Edgar Silverman

## APPENDIX A-4: Final Letter

January 17, 1969

TO: Mrs. Pauline Ryder
Chief, Intake Section
Juvenile Court

ATTENTION: Mrs. Thelma Abrams

FROM: Project Crossroads

COUNSELOR: Alfred E. Warren

REFERENCE: Frank Bane (DOB: 5-4-51)
260 Somerset Place, N.W.
Washington, D.C.

Frank was enrolled in Project Crossroads on August 23, 1968.

As mentioned in our previous progress reports on Frank, after a rather faltering start in his first two months of participation, he was placed in auto mechanics training at the Northern Systems, Inc., Washington JOBS Center. Since that time, Frank has maintained an exemplary record of attendance and performance in his training schedule.

In addition, Frank's step-mother has reported tremendous change in the young man's attitude towards her and participation in the family circle. His counselor believes that this change is very significant, since he reviews Frank's trouble as stemming from problems in the home situation causing Frank to turn to neighborhood friends who are, unfortunately, a negative influence.

Frank has been meeting with his counselor regularly and has demonstrated substantial progress in his deportment, attitude and motivation. Despite his relapse in early October, we feel that his experience with the project has been a positive, stabilizing one and that he can be counted on to continue in this direction. We, therefore, recommend dismissal of the charges against him.

/sp

cc: Mr. Edgar Silverman
Mr. Theodore Bane (Parent)

APPENDIX A-5: Termination Letter

March 3, 1969

TO: Mrs. Pauline Ryder
Chief, Intake Section
Juvenile Court

ATTENTION: Mrs. Thelma Abrams

FROM: Project Crossroads

COUNSELOR: Alfred Warren

REFERENCE: Russel White (DOB: 3-22-51)
521-15th Street, N.W.
Washington, D.C.

Russel White has been enrolled in Project Crossroads since October 10, 1968.

On December 5, 1968, our counselor reported that Russel had been accepted in the Northern Systems JOBS Program at the National Training School site.

According to Mr. Robert Powell, Russell's counselor at Northern Systems, he was progressing quite well, but left training in order to reenroll in Phelps Vocational High School. Russel has been cooperative with the project staff, but is undecided about his future as indicated by the fact that he has now dropped out of school again, and is unable to finish any of the efforts he undertakes.

Our counselor reports that because Russel's case was dismissed at intake he does not feel any pressure and has been reluctant to cooperate with us.

His mother tried various methods to get Russel to visit our office, but to no avail, and because our counselor is unable to find him at home in order to counsel him, we are closing his case for lack of interest.

/sp

cc: Mr. Edgar Silverman
Mrs. Rosa White (Grandmother)

Appendix A-6:

## Memorandum of Understanding
## Between D. C. Juvenile Court and NCCY Project Crossroads

### Criteria

The eligible group will consist of juveniles age 16 or over whose prior contacts with the Court, if any, have never resulted in a charge being petitioned. These juveniles must currently be before the Court because of a decision by Intake to petition a single offense from any of the following categories: petit larceny, unauthorized use of a vehicle where the juvenile is alleged to have been a passenger, disorderly conduct (with the exception of riot cases), attempted burglary, unlawful entry, and damage to property.

### Screening

Cases meeting the above criteria will be screened by an officer of the Court to be designated by the Chief Judge. In order to insure objectivity, this person should not be a member of the Social Service Division whose routine duties involve decisions heavily influenced by behavioral considerations, assessment of motivation, etc.

Those cases not meeting project criteria will be eliminated until a sample group of 25 cases is obtained. An additional twenty-five cases will then be selected in the same way to serve as a control group. This group will be processed routinely and receive all the usual services provided by the Court.

### Consent Agreement

If the parties agree, a consent agreement will be signed and attested to by all the parties concerned (sample attached). The consent agreement will then be submitted to the judge or a person designated by him for review and approval. The original consent agreement will be placed in the youth's file and copies of the agreement given to all the parties concerned.

### Project Services

The juvenile will participate in the project for a period of three months from the date the agreement is signed and will receive the following services:

1. Education: By providing individual remedial education and assistance to return to school if out of school.

2. Employment: Full or part-time remunerated employment at not less than minimum wage scale in occupations providing for the possibility of continuing responsibilities, training, and increased income.

3. or Training: In both the public and private sector with primary focus on Area Manpower Training Programs, and in occupational areas of interest to the participant.

4. Housing and Family Needs: By making full use of Welfare and Health Department resources of the District of Columbia to insure that critical needs are being met.

5. Counseling: Using intensive short term individual and group counseling techniques to attempt to stabilize the individual in an effort to modify attitudes which will improve employability and deter from further anti-social behavior.

Reporting Requirements

Project Crossroads staff will inform the Court in writing within two weeks of the program design in each case, outlining the focus of effort in particular areas of need. Thereafter, the Court will be informed on a monthly basis in writing of the juvenile's progress and problems. A final summary of the youth's participation in the program will be submitted to the Court before the expiration of the contract agreement.

Termination From the Project

A termination letter will be forwarded to the Court in the case of marked noncooperation with the project or in the case of a new law violation, and the juvenile will then be subject to the usual Court procedures. In such an event, the legal representatives, a signatory of the consent agreement, will represent the youth at any subsequent formal Court proceedings.

Hearings for the juveniles who have responded favorably to the project will be scheduled before the Hearing Officer approximately three months from the date of the signing of the consent agreement. ACC is to be given advance notice of all such hearings before the Hearing Officer. The juvenile will be represented at the hearing by the lawyer who signed the original agreement. A Project Crossroads worker will also be present. The Hearing Officer may recommend to a judge that the petition be dismissed; or he may direct that the petition be heard before a judge who may close it without a finding, continue for disposition or continue the case for trial.

Chief Judge, D.C. Juvenile Court

Director, NCCY Project Crossroads

December 16, 1968

Appendix A-6 (Contd.)

## Memorandum of Understanding
## Between D.C. Juvenile Court and NCCY Project Crossroads

### AMENDMENT

The following amendment to the memorandum of understanding of December 16, 1968, between the Juvenile Court of the District of Columbia and NCCY Project Crossroads establishes new procedures for screening. The criteria have also been expanded.

### CRITERIA:

The eligible group will consist of juveniles age 16 or over whose prior contacts with the Juvenile Court have never resulted in an adjudication of involvement. These juveniles must currently be before the Court because of a decision by Intake to petition a single offense from any of the following categories: petit larceny, unauthorized use of a vehicle where the juvenile is alleged to have been a passenger, disorderly conduct (with the exception of riot cases), attempted burglary, unlawful entry, and damage to property.

### SCREENING:

Cases meeting the above criteria will be screened by the Intake Officers of the Juvenile Court. When a juvenile is found to meet the above criteria, the Intake Officer will alert the supervisor of Intake, who ordinarily reviews all cases to be petitioned, by attaching a 3 x 5 card to the complete social file forwarded for petitioning, stating that the juvenile is a potential Project Crossroads candidate.

The Intake Supervisor will then meet with the officer of the Court designated by the Chief Judge at regular intervals. This officer of the Court will review all cases and establish eligibility.

A sample group of 25 cases will be obtained by the above described process. Then 25 additional cases will be selected in the same way to serve as a control group. This group will be processed routinely and receive all the usual services provided by the Court but not receive project services.

Cases of youths 16 years old and over not meeting the consent agreement criteria can still be directly referred to Project Crossroads by the Intake officer.

**NATIONAL COMMITTEE FOR CHILDREN AND YOUTH** *WASHINGTON DC, 20001*

***PROJECT CROSSROADS*** *527 - SIXTH STREET NW*
*(202) 628-7885*
*(202) 783-8853*

**LEON G. LEIBERG**
**Project Director**

January 17, 1969

Mrs. Jane Doe
1275 - 49th Street, N.E.
Washington, D.C.

Dear Mrs. Doe:

It has been brought to our attention by the Social Services Division of the District of Columbia Juvenile Court that your son, Milton Horace Doe, has been petitioned for formal court action on a delinquency complaint.

We are interested in helping Milton avoid the possible adverse consequences of such Court action by enrolling him in our experimental program, Project Crossroads, for a period of 90 days. The Juvenile Court authorities have approved Milton's participation in our program as an alternative to formal processing of his case, but require your consent before he can be enrolled.

For this reason, we are requesting you to visit our office at 527-6th Street, N.W., on either Wednesday evening, January 22, 1969, or Friday evening, January 24, 1969, at 6:00 p.m. At this time, we will explain our program in detail, including any legal questions you might have. You may then decide if you desire Milton to take advantage of this opportunity and agree to his participation in the program.

Looking forward to seeing you, I remain

Sincerely,

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Project Crossroads

/mp

Appendix A-8:

NATIONAL COMMITTEE FOR CHILDREN AND YOUTH
PROJECT CROSSROADS
527 Sixth Street, N.W.
Washington, D.C. 20001

## CONSENT AGREEMENT

I, ______________________________, age ________, of ______________________________, the undersigned, a respondent in a petition before the Juvenile Court of the District of Columbia for delinquent acts, hereby request to be permitted to participate in Project Crossroads, and agree to abide by the rules of good behavior attached to this agreement.

I understand that in the event I fail to cooperate with the project or otherwise violate the terms of this agreement I will be returned to the Juvenile Court of the District of Columbia for a formal hearing of the charges placed against me.

______________________________

______________________________
Legal Advisor

______________________________
Parent(s) or Legal Guardian(s)

______________________________
Crossroads Representative

______________________________
Court Representative

DATE: ______________________________

Appendix A-8 (Contd.):

## RULES OF GOOD BEHAVIOR*
(Attached to Consent Agreement)

1. Obey all laws, ordinances and regulations of the District of Columbia.

2. Obey your parents or guardian.

3. Do not leave the metropolitan area of Washington, D.C., without permission of the project worker.

4. Report any change of address to your project worker within 48 hours.

5. If there has been an agreement that you be at home at certain hours, you must obey that agreement.

6. If you are enrolled in school, attend regularly, unless you have been excused for valid reasons.

7. Keep your appointments with your project worker and follow his advice and instructions.

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*Prepared by the Juvenile Court.

APPENDIX B

## GENERAL SESSIONS COURT PROGRAM DEVELOPMENT

### A. Negotiations

Negotiations to implement Project Crossroads in the District of Columbia Court of General Sessions began in June 1968, at which time Judge Harold H. Greene, chief judge of the court, designated Associate Judge James A. Belson to be his liaison with the project and to assist in working out the details of integrating such a program into existing court procedures.

Judge Belson called a meeting in late June to discuss the project with representatives of the various court divisions and Mr. Joel Blackwell, Chief of the General Sessions Division of the United States Attorney's Office. All participants agreed that the program was desirable and offered any assistance necessary in setting it up. Mr. Blackwell designated two assistant United States attorneys from his office to work closely with project representatives in developing an operational plan compatible with the established procedures of processing criminal cases through the U.S. Attorney's Office and which would be acceptable to Mr. David G. Bress, United States Attorney for the District of Columbia.

Over the next two months, project representatives worked closely with Judge Belson and the two assistant United States attorneys, Henry Greene and Charles Work, receiving a thorough orientation on prosecutorial and judicial operations of the court, while developing and modifying project operating procedures.

Also during this period, the project sought and received the cooperation of the District of Columbia Bail Agency which administers the government bonding program for criminal defendants in the General Sessions Court. Bail Agency interviewers screen each defendant prior to arraignment in order to make a recommendation on the defendant's acceptability for release on personal recognizance between arraignment and trial. Because access to Bail Agency screening information would enable a project representative to determine which detainees were eligible for Crossroads without reinterviewing each defendant, it was considered important to obtain this privilege for project recruiters. Mr. Robert Niles, director, and Mr. Robert Cecil, assistant director, of the Bail Agency were very cooperative in consenting to a close working relationship between Bail Agency and project staff.

By late August, operational procedures for the General Sessions phase of Project Crossroads were completed. Approval for implementation of the program was received from the Board of Judges on September 5, and from U.S. Attorney David Bress on September 6.

Following is a description of the criteria for enrollment, recruitment procedures, reporting requirements and disposition procedures approved by the judicial and prosecutorial authorities of the court.

### B. Criteria

It was never anticipated that Crossroads would accept all categories of defendants into the project. Limited staff capabilities and the focus of the project precluded the enrollment of drug addicts and alcoholics. Since one of the primary emphases of the program is employment, it was also felt that a participant should be either unemployed, underemployed (e.g., earnings of less than approximately $70 a week), desirous of part-time work if in school, or, if employed, likely to lose his job because of his arrest. It was decided, on the other hand, that if a defendant was engaged in a "hustle" which brought him a large income, it would be unrealistic, in most cases, to expect him to be very interested in participating in Crossroads. Initially, the project staff decided it could be most successful with youthful first offenders, but Judge Belson pointed out that it was quite unusual for a youth from the inner city to be a first offender. It was subsequently agreed that the project should attempt to accept those youths who had not "served time" and who had not committed crimes involving serious assaultive behavior. In keeping with NCCY's focus on youth, the age span of the population to be served was set at 18 to 26 years of age for both males and females.

The U.S. Attorney's Office made substantial changes in the proposed criteria, however. Two requirements, in particular, narrow the group of first offenders with whom the project is able to work: 1. Crossroads may not consider defendants with any prior criminal conviction, excepting only offenses prosecuted by the Corporation Counsel (i.e., disorderly conduct and traffic cases), 2. Crossroads may not enroll defendants charged with felonies or with misdemeanors involving violence, "with the possible exception of selected first offenders charged with simple assaults on relatives who have no objection to a disposition involving diversion of Project Crossroads." Defendants whom the Office of the U.S. Attorney agreed to allow Crossroads to handle were those charged with such offenses as petit larceny involving shoplifting, attempted unauthorized use of a vehicle when there is no property damage, offenses arising from family disputes when no serious injury is involved (e.g., simple assault, threats, destroying property), bad checks, and minor destruction of property. An additional prerequisite for Crossroads eligibility established by the U.S. Attorney's Office is that the defendant must be released on his personal recognizance by the court during the pre-trial period.

After two months of project operation, the criteria were extended to include unlawful entry and taking property without right, and in the last quarter of Phase I, the project was given permission by the U.S. Attorney's Office to accept defendants charged with soliciting for prostitution and, on a case by case basis, youths charged with possession of marijuana.* Defendants charged with offenses outside of the categories enumerated were accepted into the project when their attorneys were able, for one reason or another, to prevail upon the U.S. Attorney's Office to make an exception to the established criteria.

### C. Recruitment

#### 1. General

Initially it was expected that any defendants who met project criteria would be invited by the judge to speak with a project representative immediately after arraignment. This process requires, if it is determined that the defendant is eligible for participation, that the case be called again later in the day. It was decided ultimately, however, to arrange the recruiting procedures so that a defendant need appear only once in court. This change and several others were made so that Crossroads would be implemented with the least possible disruption of established courtroom procedures. By the time a defendant appears before a judge for arraignment, he has either been eliminated from consideration for the project, or both the project representative and the prosecutor recommend that he be enrolled in Crossroads. To date, with no exceptions, the judiciary has accepted these recommendations and granted the requested ninety-day continuance.

It was also considered desirable to interfere as little as possible with detention procedures. In this regard, the District of Columbia Bail Agency has been extremely helpful in making available background information on the defendants in the General Sessions Court lockup each morning. This requires only one project representative to be stationed in the cellblock to screen candidates. This screener interviews only those prisoners who, from information contained in Bail Agency questionnaires, appear to be good prospects for project participation.

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*A list of the offenses falling within the Project Crossroads criteria as of May 15, 1969, is presented at the end of Appendix B-1.

### 2. Sources

Project participants are recruited from three sources: defendants who are detained in the court cellblock prior to arraignment, defendants whose cases are already in the pretrial stage and who are referred by defense counsel or assistant U.S. attorneys, and defendants summoned to court by citation.*

Lockup cases account for the largest proportion of Crossroads enrollees and is the group on which direct recruitment efforts are focused. In the early months of project operation, however, referrals by both defense and prosecuting attorneys of cases which originated before the commencement of Crossroads and which were still pending trial supplied most of the participants.

As the reservoir of eligible pre-Crossroads cases remaining on the court docket diminished and almost all new defendants appearing before the court were screened by the project prior to arraignment, pending cases accounted for a decreasing share of project enrollment. In the second half of Phase I, they consisted of defendants who originally were determined ineligible because of a minor liability which subsequently was removed (e.g., when first interviewed was allegedly under a doctor's care and unable to work), or who initially did not meet the offense criteria but whose attorneys were able either to get the charge reduced or to prevail upon the U.S. Attorney's Office to make an exception in their client's case.

Citation cases account for the smallest proportion of project participants, for two reasons. First, citations are issued most frequently in traffic cases and are thus outside of the U.S. Attorney's jurisdiction. Secondly, the defendant who qualifies for a citation is more than likely to be older than 26 years (the project's age limit), employed satisfactorily, and fairly certain of having his charge dropped.

### 3. Procedures

As noted previously, most recruiting is done from among those defendants who appear in lockup. Each morning a representative of the project reviews Bail Agency questionnaires in the cellblock where prisoners are held prior to arraignment. A preliminary screening sheet (Appendix B-2) is completed on each potential participant and brought to another project representative in the U.S. Attorney's Office. This information is then available when an assistant U.S. attorney refers the case to the project representative so that a decision as to eligibility can be made on the spot.

Because the Crossroads representative sits with the prosecutor while the potential participant's case is being "papered" (i.e., when formal charges against a defendant are being drawn up), he can discuss the case with the arresting officer and read the statement of facts should circumstances surrounding the offense be important.* He can also view the defendant's prior record, if any, without the necessity of contacting and receiving clearance from the police identification bureau. In most cases, however, the latter information already has been included on the screening sheet by the project's cellblock interviewer, who has access to the Bail Agency's copies of defendants' police records. (See Appendix B-1.)

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*When a citizen is arrested for a misdemeanor he is taken to a precinct and booked. He may then post bond or be held in detention until arraignment the next morning. Lately, in some misdemeanor cases, police have been verifying information given by the defendant and then releasing him on his promise to report to court on the arresting officer's next scheduled day in court.

**For example, it might be important in the case of an unauthorized use of a motor vehicle charge to know if the defendant appears to be a professional car thief who works as part of an organized ring and who would, therefore, be unlikely to be satisfied with a job paying $1.60 per hour; or to take the other extreme, if he were a passenger in an automobile taken by teenagers for a joyride and abandoned in the same city a few hours after the theft.

After reviewing this information, the representative then decides if the defendant meets Crossroads' criteria. If he does, and if the assistant U.S. Attorney papering the case agrees, the latter signs a yellow card which states that the government has no objection to a ninety-day continuance in the case. The Crossroads representative keeps the card and then checks with Bail Agency personnel to ascertain if the defendant will be recommended for personal bond and if his address and other information given in the cellblock interview have been verified by the Agency.

The representative then goes to the courtroom to see which defense counsel is appointed to represent the potential participant. He explains the Crossroads program, including the necessity for a ninety-day continuance in the case. The Crossroads representative keeps the card and then checks with Bail Agency personnel to ascertain if the defendant will be recommended for personal bond and if his address and other information given in the cellblock interview have been verified by the Agency.

The representative then goes to the courtroom to see which defense counsel is appointed to represent the potential participant. He explains the Crossroads program, including the necessity for a ninety-day continuance, to the defense counsel, and if the latter agrees to his client's participation, the project representative visits the cellblock to verify the defendant's willingness to participate. At this point, the defendant is given a prospectus (Appendix B-3) which outlines the benefits and obligations of the program and is asked to report to the Crossroads office as soon as he is released.

Finally, the representative then returns to the courtroom and attaches the yellow card to the prosecutor's papers so that the assistant U.S. attorney in court when the case is called will know the defendant has been approved for Crossroads participation. The government will then concur in defense counsel's motion for a continuance when the case is called, and the defendant, when the motion is granted by the court, becomes an additional official project participant.

Recruitment in the Court of General Sessions is very aggressive. Project representatives usually do not wait for an assistant U.S. attorney to bring a case to their attention. Using the information gathered in the cellblock, the recruiters call any potential cases to the attention of the prosecutors papering the cases so that few, if any, eligible defendants slip through the screening process.

### D. Reporting Requirements

The U.S. Attorney specifically requested the project to submit biweekly reports on each enrollee. These reports serve two purposes. First, it was felt that a series of reports would make it easier for the prosecutor to ultimately decide on whether or not the participant's progress warranted a nol-prossing (termination of criminal prosecution) of the charges. Second, it was decided that if the biweekly reports indicated a significant lack of cooperation or any further alleged misconduct, then the trial date would be advanced.*

Implicit in the request for biweekly reports was a desire on the part of the U.S. Attorney to see how the project operated--to see what was being done for the participants and how much contact there was between the project and its enrollees. With these considerations in mind, it was decided that the initial reports (Appendix B-4) should be rather complete. The Office of the U.S. Attorney had also requested some rather specific information about participants (see Appendix B-5, Memorandum to Counselors), and this was supplied whenever it could be done without breaching confidentiality.

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*Advancing the date of trial means, with the docket in its present condition, that a trial, if a jury demand is made, will take place (at the earliest) approximately six weeks from the time the motion to advance is favorably acted upon.

As expected, the writing of these lengthy reports consumed a substantial amount of staff time, especially since many of the reports were put in finished form by a senior staff member. After a few months of operation, it was decided to attempt to reduce the number of required reports. The U.S. Attorney's Office wished us to continue some form of biweekly reporting, however, and even some staff members felt that the reports were valuable in keeping pressure on the counselors to maintain at least minimal contact with their caseload. The reports, it was felt, also represented a regularized administrative check on the status of each case in General Sessions Court.

After some discussion with representatives of the U.S. Attorney's Office, it was decided, as a compromise, that the first and final reports would be comprehensive, similar to those which had been written during the initial period of project implementation, but that the interim reports would consist of a short, mimeographed form (see Appendix B-6) which could be filled out rapidly by the caseworkers.

### E. Disposition of Cases

On the morning of the date set for a participant's trial (at the end of the ninety-day continuance), there is a disposition conference attended by the defendant, his attorney and Crossroads counselor, the Court representative for the project, and a senior member of the U.S. Attorney's staff. At the time of this conference, the charges may be nol-prossed, a further continuance granted to afford the project more time to work with the defendant, or the defendant may go to trial. All project recommendations that the charges against a participant be nol-prossed were followed by the U.S. Attorney's office during Phase I.

A favorable recommendation is made if the participant has been cooperative with the project and if he has made constructive use of his time during the ninety-day continuance, either by obtaining and holding employment or by enrolling in and maintaining regular attendance at school or in a training program. Not all participants receive favorable reports, however. If the project does not specifically recommend that the case be nolled, the participant's entire file is reviewed at the conference before a decision is made in such a case. Defense counsel receives his copy of the project's final recommendation a few days before the end of the ninety-day continuance, so that he will have time to prepare should it appear that the case will go to trial.

### F. Relations with Court Personnel

#### 1. Prosecutors

In the Court of General Sessions, the people who decide which defendants are allowed into the Crossroads program and which cases will be nol-prossed are those who work with the Office of the U.S. Attorney.* It is very important, therefore, that the project develop a good working relationship with the prosecutorial authorities.

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* In some jurisdictions charges must be dismissed by a judge in open court. Since Assignment Court judges rotate frequently, and because the attitude of judges towards a program such as Crossroads varies somewhat, project participants would probably not be afforded consistent treatment under such a system. In the District of Columbia a case may be nol-prossed by the prosecutor, and although this is done formally in open court, the judiciary merely oversees the dismissal of charges. The disposition of Crossroads cases is actually determined beforehand, at a conference with the prosecutor.

The effectiveness of that relationship depends largely on the degree of confidence felt towards the project's court representatives. Discretion is important; the representatives have access to the prosecutors' files and other information to which the defendants and defense attorneys with whom they deal are not entitled. It is also important that the representatives demonstrate good judgment and integrity when they are asked, as they frequently are, to make a recommendation on a specific case or to give an opinion as to the project's capabilities toward certain defendants. It makes for good recruiting when a prosecutor has enough confidence in the project representative that his advice is sought and followed.

A project which is well organized, efficiently run and servicing its clients in an effective manner will eventually develop credibility, even with court personnel for whom the project represents a radical departure in methods of operation. Crossroads seems to have gained that confidence.

### 2. Police

Many policemen are not especially enthusiastic about a program which they feel "turns loose" those people whom they have just apprehended. All officers cooperate in making information available to the project, however, when it becomes obvious to them that the assistant U.S. attorney papering the case desires them to do so. Many other police officers cooperate with project personnel for better reasons, and often make much more sophisticated judgments about people whom they arrest than does the public in general. Officers are also usually willing to give a first offender a break because they distinguish this person from someone who is a chronic law violater.

### 3. The Judiciary

The reception the project has received from the judges who sit in Assignment Court and grant the continuances necessary for participation varies. Most judges are obviously enthusiastic about the program. They not only grant continuances in the cases of the participants, but also often take a few minutes of the court's time to explain to the defendant that he is receiving an opportunity which is denied to many and of which he should take full advantage.

Some judges, on the other hand, are less convinced that a first offender program is to the benefit of either the defendant or the community. Even those judges, however, have yet to refuse a request for an extended continuance needed for Crossroads participation, when such a continuance was requested by the project representative and the prosecutor. One possible reason why even judges not especially sympathetic to the aims of the program have cooperated is that the logistics of project recruitment have been arranged so that the only additional action a judge need take during arraignment is to agree to a continuance date a few weeks later than it would normally be. There are no delays to interview potential participants as there would have been under the initial procedures planned before the program became operational. All decisions as to whether or not a defendant meets project criteria are made before he reaches the courtroom.

The project staff also makes a special effort to keep lines of communication with the judiciary open. Memoranda and reports are sent to the chief judge for distribution and keep the judiciary informed of project results and about logistical problems of recruiting and their solutions--problems which may have come to a judge's attention while he was in Assignment Court. Knowing Crossroads' problems and the attempts made to resolve them no doubt inclines the judiciary to be patient with the minor difficulties encountered in getting a smooth running system of recruitment worked out. In addition, whenever a new judge is placed in the Assignment Court, the project representative introduces himself in chambers and invites questions about the program. Finally, the judge who serves as liaison with the project is often contacted to determine how the other members of the bench are reacting to the new court service being provided.

### 4. The Bar

With one or two exceptions, the attorneys practicing in the Court of General Sessions have been very enthusiastic about Crossroads and have expressed confidence in the project's court representatives. An important factor in fostering this confidence is the court representatives' observance of protocol in their dealings with defendants and defense counsel. It is project policy to request permission from an attorney to speak with his client about the program. Although a project screener speaks briefly with the potential participants in the court cellblock each morning before defense counsel are appointed, no offer of project participation is made at that time; that responsibility is left to the court representative who always consults with defense counsel before doing so.

In addition, defense attorneys are invited to phone or visit the project office to speak with the counselors about their clients' progress. Attorneys also receive copies of the project's initial and final reports to the U.S. Attorney's Office on each participant, and are immediately notified if it comes to the project's attention that one of their clients has committed a new offense while enrolled.

One problem area in the relationship between the project and attorneys practicing in General Sessions Court, however, is that some attorneys will request Crossroads consideration for a client even though the defendant is employed in a well-paying job which offers future advancement possibilities. Naturally, these attorneys are interested in having their clients avoid the stigma of a criminal conviction and want the client to avail himself of an opportunity which increases his chances of doing so. However, due to the project's emphasis on manpower services, enrollment in Crossroads is not available to the relatively well-employed (earnings in excess of $70 per week for a single man) and otherwise non-disadvantaged defendant.

Many attorneys argue that the de facto result of this restriction is discrimination in reverse; an unemployed defendant receives an opportunity to avoid a criminal conviction, while a similar opportunity is denied to a defendant unlucky enough to be steadily employed. In practice, however, the situation is rarely as unfair as that pictured; the steadily employed defendant with strong community ties is much more likely than the average Crossroads participant to be successful, through his defense counsel, in having the charges against him dropped by the U.S. Attorney's Office, without Crossroads participation, solely on the basis that he is a first offender. This is particularly true when the charge is petit larceny, receiving stolen property or destruction of property, the major offense categories among Crossroads participants.

In addition, project criteria allow enrollment of any employed defendant whose "job is in jeopardy." Very few young adult defendants otherwise eligible for the program are so situated that their present employment situation would not be jeopardized by their conviction of a criminal offense, and the project recruiters have used this justification to enroll a substantial number of employed but otherwise qualified defendants in the Crossroads program. In almost every case of this nature, the participant did, in fact, require either project staff intervention with his employer to save his job or placement assistance because his job was lost as a result of his arrest.

Nevertheless, recognizing that a criminal conviction for one holding a steady job may hamper his career advancement or future employability and, perhaps, his prospects for acceptance by a college, the project director and the project's liaison officer in the U.S. Attorney's Office reached an agreement in late May which allows Crossroads enrollment to defendants who meet all other project criteria but do not require educational remediation or employment assistance and who otherwise would not receive special treatment as first offenders directly from the U.S. Attorney's Office. Such participants would be enrolled for ninety days during which time they would participate in the project's group counseling program and maintain contact with the project as least once a week. This new arrangement should result in no candidate being denied project enrollment because of a satisfactory employment situation and should allay the concern expressed by some attorneys about project criteria.

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### 5. District of Columbia Bail Agency

The personnel of the District of Columbia Bail Agency (staffed primarily by law school students) have been outstanding in their cooperation with the project. These young men actively look for potential participants for the program, and they serve as a valuable back-up for the project screeners.

### 6. Bondsmen

Although an additional requirement set down by the U.S. Attorney is that all participants must meet Bail Agency requirements for personal recognizance, some defendants who meet such requirements but who post bond at the station house to avoid a night in jail are accepted into the project. One of these participants was lured out of the jurisdiction by a high-paying (through dangerous-sounding) job painting radio towers in West Virginia. Unfortunately, since it appeared that the defendant was not planning to return to the District of Columbia, he was terminated from the project, his ninety-day continuance vacated and his trial date advanced in accordance with procedures established to meet this contingency. The bondsman objected to having to produce the man earlier than anticipated. To alleviate this problem in the future, it was decided that if a participant was not on personal bond, his bondsman would have to agree to his participation in the project, with the attendant possibility that the defendant would have to be produced before the end of ninety days. Only two or three Crossroads participants are on money-bond release, but no additional difficulties have been encountered.

## G. Community Relations

Both the local press and the community at large have expressed support for rehabilitative programs directed at the legal offender in the District of Columbia and, in general, view Project Crossroads as an innovative and welcome addition to the city's criminal justice process. Indicative of this support, citizens from all walks of life have volunteered their time and resources to tutor participants, arrange field trips, provide housing assistance, and make available employment and educational opportunities previously beyond the reach of the young men and women served by the project.

Whether the community support would be as great if the project worked with accused felons rather than its current misdemeanant population, however, is uncertain, and the answer could affect the planned expansion of project offense category criteria during Phase II. Certainly the public would be less tolerant of the inevitable occurrence of recidivism in a program such as Crossroads if the repeaters were felons who had been given special treatment by the court, particularly if the second offenses were felonies as well. However, given the public's willingness to accept and understand the project's less than 100 percent success rate with participants during Phase I and the growing consensus that conviction and incarceration, particularly of young first offenders, are by no means a rehabilitative experience for the individual, the prospects appear favorable for continued and sincere community support of the Crossroads program if it is expanded to include certain non-violent felonies among its criteria for offense eligibility during the next phase.

## APPENDIX B-1:

### CELLBLOCK SCREENER'S DUTIES

At least one Crossroads representative is assigned daily to conduct a preliminary screening of defendants detained in the General Sessions Court cellblock prior to their arraignment. The primary purpose of this screening is to make a tentative determination as to the eligibility of each defendant for Crossroads participation, based on age, offense category, prior criminal record, admitted or apparent narcotic or alcoholism problems, employment status, and willingness to participate*

This information, when passed on to another project representative in the U.S. Attorney's Office, is the basis on which the representative can either request an assistant U.S. attorney to agree to a defendant's participation in Crossroads or show cause why a specific defendant is ineligible.

A second, but equally important, purpose of this screening is to determine if any of the defendants detained for arraignment are current project participants. Prompt notice of such an occurrence to the project office may avert possible embarrassment to both Project Crossroads and the U.S. Attorney's Office, which would be to the detriment of present and future participants.

The project staff's access to the General Sessions Court cellblock is at the discretion of the U.S. Marshall in charge and by reason of our cooperative arrangement with the D.C. Bail Agency. The project screener, therefore, must be aware that his conduct could jeopardize either relationship. Screeners are introduced to both the U.S. Marshalls and the Bail Agency interviewers by a senior staff member prior to assignment.

Following is a list of the procedures required from staff members assigned to screening duties in the General Sessions Court. Suggestions regarding modification of these procedures should be brought to the attention of the section supervisor.

1. At no later than 8:30 a.m., report to the Court Liaison Office (Room 114) in the General Sessions Court building and request the D.C. Bail Agency's copies of the police records of defendants confined in the Court cellblock.

2. Proceed directly to the cellblock in the basement of the building (via elevator at F Street entrance). Should your access into this restricted area be challenged, identify yourself as a Project Crossroads representative working with the D.C. Bail Agency.

3. Report to the male lockup section of the main cellblock where Bail Agency personnel will be interviewing defendants. Place the envelope containing police records on the small table reserved for the interviewers' use and examine the Bail Agency's copy of the day's lockup list which will usually be located on the table. This list contains the names of both male and female defendants in the Court cellblock.

4. Using the "charge" column of the lockup list as a guide, write down the lockup number, name and alleged offense of all defendants whose charges fall within the project's offense criteria. (A list of qualifying offenses and their abbreviations are included in the project criteria attached to these guidelines.) If there is any doubt about offense category, consult with a representative of the Bail Agency.

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*A detailed list of eligibility criteria is attached.

After completing the list, draw a line across the paper and repeat the lockup numbers underneath, leaving blank spaces for indications of reasons for ineligibility as these develop.

Example: #15 John L. Doe PL (petit larceny)
#25 Mary Brown UUV (unauthorized use of a motor vehicle)
#30 James Smith DP (destroying property)

-----------------------------------------------

#15
#25
#40

5. While reviewing the lockup list be alert for the names of current project participants and notify the project office by phone from the cellblock if any appear.

6. Next, place the copies of the defendants' policy records in alphabetical order, at the same time checking them against the names on your preliminary list. Should this check reveal reasons for eliminating any of the names on your list (e.g. prior criminal conviction, presently on bond or parole, age over 26), cross out the defendant's name and indicate the reason for ineligibility next to the lockup number below the line.

Example: ~~#15 John L. Doe PL~~
~~#25 Mary Brown UUV~~
#30 James Smith DP

-----------------------------------------------

#15 Convicted of petit larceny in 1967

#25 Presently on personal bond pending trial on charge of P.L.

#30

7. As Bail Agency interviewers complete questionnaires on the various defendants, check these carefully against the names on your list, especially for past or present narcotic or alcoholism problems, age, employment status, and admitted juvenile record. As additional names are eliminated from the list, don't forget to mark down the reason for ineligibility as shown above.

8. While waiting to complete the elimination process, assist the Bail Agency interviewers by noting the defendant's lockup number on the upper left hand corner of each questionnaire completed by the interviewers, and place a check on the lockup list opposite the defendant's name. Also, if applicable, number and insert the copy of the defendant's police record in the completed questionnaire. Similarly, Bail Agency interviewers will usually assist you by giving priority to those defendants on your preliminary list.

9. Complete a Crossroads Screening Information Form on each defendant remaining eligible for participation after checking both police records and bail questionnaires, using information contained in the latter document.

10. Speak briefly with each eligible defendant in the appropriate (male or female) section of the cellblock. Verify the data on the Screening Information Form and clearly explain the project to the individual, including the obligations of maintaining weekly contact and following through on employment interviews. Be alert for indications of narcotics use (some of the symptoms are included in attached project criteria). Ask defendant if he or she would be willing to participate if ultimately found eligible and note the response on the Screening Form.

11. After interviewing each eligible participant, proceed directly to the U.S. Attorney's Office on the first floor of the Court building. Give both the preliminary screening list (containing reasons for ineligibility) and the Screening Information Forms (eligibles) to the Project Crossroads representative stationed in that office.

This completes your screening duties for the day. Take a break for a cup of coffee and return to the project office.

## OFFENSES ACCEPTABLE FOR CROSSROADS CONSIDERATION

S/A = simple assault (upon relations only)

UUV = unauthorized use of auto )

) must subsequently be reduced to attempted

UUV = unauthorized use of vehicle )

Larc. = larceny

P/L = petit larceny

DGP = destroying government property

DPP = destroying public property

BSPDC = bringing stolen property into District of Columbia

Att. Proc. = attempted procurement

Unl. Entry = unlawful entry

Tamp. W/Auto = tampering with auto (only in conjunction with other charges)

Larc. ISS = larceny interstate shipment

PIE = presence in illegal establishment (not involving narcotics)

F. P. = false pretenses (i.e., bad checks)

Sol. Pros. = soliciting for prostitution

You should also consider any of the above preceded by Att. (attempted). If any questions arise regarding offense category, consult a Bail Agency representative.

The following category was added on 1/15/69 but individual defendants must be approved by Mr. Blackwell:

UNA = Uniform Narcotics Act (possession of marijuana)

Appendix B-2:

## CROSSROADS SCREENING INFORMATION

NO. ______________ DATE: ______________

NAME ______________ ADDRESS ______________ PHONE: ______________

U.S. # ______________ CHARGE ______________ AGE ______________

EMPLOYED ______________ WHERE ______________

WAGES ______________ JOB IN JEOPARDY ______________ NO. OF DEPENDENTS ______

STUDENT ________ TENUOUS ADJUSTMENT ________ WANTS PART-TIME WORK ______

CURRENTLY ON DRUGS ______ EVER? _____ ALCOHOLIC _____ MENTAL DISORDER _____

ADULT RECORD ______ JUVENILE OFFENSES ________ SERVED TIME ______________

SPECIFY: ______________

U.S. ATTORNEY: ______________

WHO REFERRED ______________ LOCKUP ________ CITATION ________

PENDING CASE ______________ INFORMATION VERIFIED BY BAIL AGENCY? _____ ROR? _____

WILLING TO PARTICIPATE ______________ INTERVIEWER ______________

COUNSEL ______________ ADDRESS & PHONE: ______________

______________

CONTINUATION DATE ______________ ASSIGNMENT JUDGE ______________

PARTICIPATING? ______________ IF NOT, WHY NOT? ______________

______________

PARTICIPATION OK'D BY ______________

REMARKS (Put Additional Information to Aid Counselors Here): ______________

______________

______________

______________

______________

______________

______________

nsp/1-23-69

Appendix B-3:

## INFORMATION SHEET FOR CANDIDATES

PROJECT CROSSROADS
National Committee for Children and Youth
527 Sixth Street, N.W., Washington, D.C.
628-7885

### What is Crossroads?

Project Crossroads, a demonstration project sponsored by the National Committee for Children and Youth and funded by the Manpower Administration, Department of Labor, is designed to help young people find a job or a training program with good career opportunities.

### What Crossroads Can Do For You

Crossroads can help you find a job or keep your present one if you think you may lose it because you have been arrested. You will work with a community worker who will try to help you with any difficulties you may have on or off the job. If the court agrees, your trial will be delayed three months in order for you to get and hold a job. If you have a good employment record and stick with the project, we will recommend that the court consider dismissing your case.

### What You Must Do

To participate in Crossroads you must be willing to work and agree to keep in touch with your Crossroads counselor. You must also give up your right to a speedy trial in order to have your case put off for the three month period. Finally, you must come over to Crossroads today after you leave the courtroom so that we may interview you and start looking for a job. There is a map on the other side of this sheet showing where the Crossroads Office is located. It is just around the corner from the courthouse.

If you are interested in the program, tell your attorney and the Crossroads representative.

TOGETHER WITH YOU--WE HOPE TO WORK FOR A BETTER FUTURE.

nsp/1-23-69

Appendix B-4:

NATIONAL COMMITTEE FOR CHILDREN AND YOUTH
PROJECT CROSSROADS
527 Sixth Street, N.W.
Washington, D.C. 20001

October 9, 1968

CONFIDENTIAL

## PROJECT CROSSROADS PROGRESS REPORT

TO: Mr. Joel Blackwell
Chief, General Sessions Division
Office of the U.S. Attorney

FROM: Ronald E. Woods
Crossroads Counselor

REFERENCE: NAME:
ENROLLED IN PROJECT: September 25, 1968
CONTINUANCE DATE: December 19, 1968

Mr. ______________________ was unemployed at the time of his enrollment in the project. He expressed an interest in a training program and was assisted by the project in making application for a training program in meat cutting with the Giant Food Stores. He has since successfully passed the entrance examination and has been accepted for enrollment in the program. It is anticipated that he will begin training within the next several weeks.

Mr. ______________________ has been receptive to the counseling efforts of the project. Since he is a high school graduate, he is educationally more advanced than many of our participants. He has recently volunteered to become a tutor for some of the participants who are dropouts from the lower grade levels.

We are encouraged with Mr. ________________ early response to project services. We will continue to keep you informed of his progress.

REW/SP

Reviewed by: ___________________________

Appendix B-4 (Contd.):

NATIONAL COMMITTEE FOR CHILDREN AND YOUTH
PROJECT CROSSROADS
527 Sixth Street, N. W.
Washington, D.C. 20001

November 8, 1968

CONFIDENTIAL

## TERMINATION NOTICE

## PROJECT CROSSROADS PROGRESS REPORT

TO: Mr. Joel Blackwell
Chief, General Sessions Division
Office of the U.S. Attorney

FROM: Alice Menezes
Crossroads Counselor

REFERENCE: NAME:
ENROLLED IN PROJECT: October 10, 1968
CONTINUANCE DATE: January 10, 1968

As indicated in our earlier report we have experienced considerable difficulty in motivating Miss ____________________ to accept our services. During this reporting period she has continued to exhibit an irresponsible attitude toward keeping appointments scheduled for her by the project staff. She failed to keep two additional appointments scheduled for the entrance examination for nurse's aid training. As indicated in the earlier report Miss ____________________ had missed three scheduled testing periods during her first two weeks of participation in the project. We have since learned that the training cycle in this program scheduled to begin on November 30, 1968, has now been filled.

Recently, her project counselor has attempted to interest her in a training program with the federal government which would provide on-the-job training, job related education, and counseling and while Miss ____________________ has professed interest in this program, she has not kept scheduled appointments to complete the necessary application.

We feel that Miss ____________________ lack of participation and receptivity to project services to date reflect an unwillingness on her part to take advantage of the opportunities made available to her through our program and we are planning to terminate her from the project.

AM/sp

Reviewed by: ______________________________

Appendix B-5:

## MEMORANDUM

August 27, 1968

TO: All Counselors

FROM: Bruce Alexander

REFERENCE: Required Biweekly Report on Participant's Progress to Office of U.S. Attorney

Put this information at the top of your report:

CONFIDENTIAL

Project Crossroads Progress Report

Name: ______________________________ Date: ____________

U.S. # ____________ Date Enrolled in Project: ____________

Answer these questions:

1. What is the participant's employment or skill training situation?
2. Is participant responsive to counseling? Give some concrete examples.
3. Is participant in school or receiving remedial education assistance from Crossroads? Make a few remarks regarding the educational prospects of the participant.
4. Note any change in participant's marital status, address, military status, or family situation.
5. Does participant have any obvious physical or mental disability or alcohol or drug problem? Has participant had any further contact with the courts, criminal or civil (e.g. divorce action, etc.)?
6. Discuss any notable success or failure by the participant in Crossroads. Give a general evaluation of attitude and performance in the project. Additional remarks you may wish to add may be put here.

Sign the report:

____________________________
Crossroads Counselor

Appendix B-6:

NATIONAL COMMITTEE FOR CHILDREN AND YOUTH
PROJECT CROSSROADS
527 Sixth Street, N. W.
Washington, D.C. 20001

Date: ______________________

CONFIDENTIAL

## PROJECT CROSSROADS INTERIM PROGRESS REPORT

TO: Mr. Joel Blackwell
Chief, General Sessions Division
Office of the U.S. Attorney

FROM: ______________________ Reviewed by: ______________________

REFERENCE: NAME: ______________________ U.S. # ______________________
ENROLLED IN PROJECT: ______________
CONTINUANCE DATE: ______________

1. Is the participant still employed or enrolled in a job or training program?
Yes _____ No _____

REMARKS: ______________________________________________

2. Is participant presently in school or otherwise involved in an education program?
Yes _____ No _____

REMARKS: ______________________________________________

3. Is participant in general cooperative with project personnel?
Yes _____ No _____

4. Is there any change in participant's address?
Yes _____ No _____

SPECIFY: ______________________________________________

5. Is the participant's attitude improving?
Yes _____ No _____

If no, why not: ______________________________________________

6. General Remarks: ______________________________________________

______________________________________________

______________________________________________

______________________________________________

______________________________________________

1/23/69
nsp

APPENDIX C:

NATIONAL COMMITTEE FOR CHILDREN AND YOUTH
PROJECT CROSSROADS

## INTAKE RECORD FORM

Youth's I.D. Number

___ ___ ___ ___ ___ ___
(1) (2) (3) (4) (5) (6)

Date

______________
Mo. Day Year

Interviewer

______________

Verifier ______________

I. PERSONAL DATA

Social Security Number ______________

Name ______________

Address ______________

______________

Telephone ______________

Other Contact ______________
Name

______________
Address

______________
Phone

______________
Relationship

(7) Age
1. Sixteen
2. Seventeen
3. Eighteen
4. Nineteen
5. Twenty
6. Twenty-one
7. Twenty-two
8. Twenty-three
9. Other

___
(7)

(8) Ethnic Group
1. White
2. Negro
3. Other

Date of Birth ______________
Mo. Day Year

___
(8)

(9-10) Place of Birth ___ ___
(9) (10)

______________
(See Coding Guide)

(11) Length of Residence in Project Area ______ (11)
1. Less than one year
2. One through two years
3. Three through five years
4. Six through ten years
5. More than ten years

(12) Marital Status ______ (12)
1. Single
2. Married
3. Separated
4. Widowed or Divorced

(13) Number of Dependents ______ (13)
(Enter actual number)

(14) Head of Family ______ (14)
1. Yes
2. No

(15) Father's Occupation ____________________ ______ (15)
1. Full-time
2. Part-time
3. Unemployed
4. Retired
5. Social Security
6. Public Assistance
7. Deceased
8. Unknown

Father's Residence ____________________

(16) Step-father's Occupation ____________________ ______ (16)
1. Full-time
2. Part-time
3. Unemployed
4. Retired
5. Social Security
6. Public Assistance
7. Deceased
8. Unknown

Step-father's Residence ____________________

(17) Mother's Occupation ____________________ ______ (17)
1. Housewife
2. Full-time
3. Part-time
4. Unemployed
5. Retired
6. Social Security
7. Public Assistance
8. Deceased
9. Unknown

Mother's Residence ____________________

(18) Step-mother's Occupation ____________________ ______ (18)
1. Housewife
2. Full-time
3. Part-time
4. Unemployed
5. Retired
6. Social Security
7. Public Assistance
8. Deceased
9. Unknown

Step-mother's Residence ____________________

(19) Number of Siblings ______ (19)
(Enter Actual number--9 indicates 9 or more)

(20) Youth's Position ______ (20)
(Enter actual position)

(21) Living Arrangements ________ (21)
1. With both parents
2. With mother
3. With father
4. With mother and step-father
5. With father and step-mother
6. With friends
7. With wife
8. Other relatives
9. Alone
10. Other (specify) ________________

(22) Type of Residence ________ (22)
1. Public housing
2. Single-family house
3. Apartment
4. Boarding/Rooming house
5. Other (specify) ________________

(23) Length of Residence ________ (23)
1. Less than six months
2. Six months, but less than one year
3. One year, but less than two
4. Two years, but less than five
5. Five years, but less than ten
6. Ten years or more

II. Recruitment Data

(24) Referral Source ________ (24)
1. Juvenile Court
2. Court of General Sessions
3. Police Department
4. Youth Aid Division
5. Other (specify) ________________

(25) Name and title of the person making referral ________ (25)

________________________________
1. Judge
2. Police officer
3. Youth Aid Division Officer
4. Other agency representative
(specify) ________________________

(26) Name of legal Counsel ____________________ ________ (26)

Telephone: ________________

1. Legal intern
2. Legal Aid Attorney
3. Private Attorney
4. Counsel refused

(27) Detention ________ (27)
1. None
2. Receiving Home
3. D.C. Jail

(28) Conditions of pre-trial release ________ (28)
1. Release on own recognizance
2. Appearance bond
3. Custody release (specify) ____________________
4. Other (specify) ________________

## III. Military Service

(29) Previous military service
1. Yes (specify branch) ____________________
2. No

____ (29)

(30) Draft Status - Date ____________________
1. Not registered
2. Registered, not classified
3. 1-A
4. 1-Y
5. 4-F
6. Other classification ________
7. Unknown

____ (30)

## IV. Educational Background

(31) Last School Attended ______________________________
1. Local public
2. Local private or parochial
3. Other public
4. Special school (correctional)
5. Other ______________________________

____ (31)

(32) Currently Enrolled in School
1. Yes
2. No

(33) Type of Course
1. Academic
2. Vocational

____ (32)

____ (33)

(34) Grade Average
1. Satisfactory
2. Unsatisfactory
3. Unknown

____ (34)

(35) Highest Grade Completed
1. First through fourth
2. Fifth
3. Sixth
4. Seventh
5. Eighth
6. Ninth
7. Tenth
8. Eleventh
9. Twelfth
10. Over twelfth (explain) ________________

____ (35)

(36) Age Left School
1. Fourteen or younger
2. Fifteen
3. Sixteen
4. Seventeen
5. Eighteen
6. Nineteen
7. Twenty
8. Over twenty

____ (36)

(37) Reason for Leaving School
1. Illness
2. Had to support self
3. Had to help support family
4. Failed to adjust
5. Graduated
6. Lost Interest
7. Low achievement
8. Wanted to work
9. Expelled
10. Suspended

____ (37)

(38) Previous Vocational Training
1. None
2. Public School
3. Private School
4. MDTA program (specify) __________________________

____ (38)

(39) MDTA Services Received ______ (39)
1. Not applicable
2. Remedial education
3. Counseling
4. Job placement
5. Skill training
6. All of the above
7. Other (specify) ____________________

(40) Completed Training ______ (40)
1. Not applicable
2. Yes
3. No--specify hours of training completed ____________________

Formal Extra-curricular Activities ____________

____________________________

Most Interesting Subject ______________

Leisure Time Activities ______________

____________________________

V. Employment History & Resources

(41) Employed ______ (41)
1. Yes
2. No

Where Employed ______________

______________________

(42) Type of Job ____________________ ______ (42)
1. Unskilled
2. Semi-skilled
3. Skilled
4. Unknown

(43) How Employed ______ (43)
1. Full-time
2. Part-time
3. Temporary
4. Sporadic

(44) Salary ______ (44)
1. Less than $1.00
2. $1.00 to $1.25
3. $1.25 to $1.49
4. $1.50 to $1.74
5. $1.75 to $1.99
6. $2.00 to $2.24
7. $2.25 or more

(45) How Obtained ______ (45)
1. Own initiative
2. Relative
3. Friend
4. School
5. State or Federal Employment service
6. Private employment agency
7. Other (specify) __________

______________

(46) Term of Present Employment--From ________ to ________ ______ (46)
1. 1-4 weeks
2. 1-2 months
3. 3-6 months
4. 7-12 months
5. 1-2 years
6. More than 2 years

(47) Prior Job ____________________ ______ (47)
1. Unskilled
2. Semi-skilled
3. Skilled
4. Never worked

(48) Former Employment (How Worked) ____ (48)
1. Full-time    3. Temporary
2. Part-time    4. Sporadic

(49) Term of Prior Employment--From ________ to ________ ____ (49)
1. 1-4 weeks    4. 7-12 months
2. 1-2 months    5. 1-2 years
3. 3-6 months    6. More than 2 years

(50) Prior Salary ____ (50)
1. Less than $1.00    5. $1.75 to $1.99
2. $1.00 to $1.24    6. $2.00 to $2.24
3. $1.25 to $1.49    7. $2.25 or more
4. $1.50 to $1.74

(51) Reason for Termination ____ (51)
1. Illness    5. Dismissed
2. Quit    6. Firm moved or went out of business
3. Laid off
4. Fired    7. Other (specify) ____________
____________

(52) Unemployment Compensation Recipient ____ (52)
1. Yes    3. Unknown
2. No

(53) Registered with State or Federal Employment Agencies (within last six months) ____ (53)
1. Yes    3. Unknown
2. No

(54) Registered with Private Employment Agency (within last six months) ____ (54)
1. Yes    3. Unknown
2. No

VI. Record of Previous Law Violations

(55) Adult ____________ ____ (55)
1. Yes    2. No    3. Unknown

(56) Adult Probation ____________ ____ (56)
1. Yes    2. No    3. Unknown

(57) Adult Commitment ____________ ____ (57)
1. Yes    2. No    3. Unknown

(58) Adult Detention ____________ ____ (58)
1. Yes    2. No    3. Unknown

(59) Adult Fine ____________ ____ (59)
1. Yes    2. No    3. Unknown

Explain:

(60) Juvenile ____________ ____ (60)
1. Yes    2. No    3. Unknown

(61) Juvenile Probation ____________ ____ (61)
1. Yes    2. No    3. Unknown

(62) Juvenile Commitment ______________________________ ______
1. Yes   2. No   3. Unknown (62)

(63) Juvenile Detention ______________________________ ______
1. Yes   2. No   3. Unknown (63)

(64) Number of prior arrests at time of enrollment ______
1. Unknown   4. Two (64)
2. No arrests   5. Three
3. One   6. Four or more
(specify number) ______

(65) Disposition of previous charges. (For coding indicate disposition made at most advanced stage of legal process.) ______ (65)
1. Warned and released ______________
2. Not papered by Court (adult) ______________
3. Closed at intake (juvenile) ______________
4. Nolle prosequi by Court (adult) ______________
5. Dismissed by the Court ______________
6. Conviction or adjudication ______________

NOTE: (Indicate after each category the number of arrests resulting in that disposition)

## VII. HEALTH

(66) Physically Handicapped ________________________ ______
(specify) (66)
1. Yes   2. No

(67) Drug Use ______
1. Unknown   3. Yes (67)
2. No   4. Occasional (specify type)
________________________

(68) Alcohol use ______
1. Unknown   4. Moderate (68)
2. No   5. Heavy
3. Light

(69) Testing (pre-enrollment) ______
1. Public School (69)
2. Court
3. Employment Service
4. Other (specify) ______________________________

Stanford Achievement Test Score ____________________
(specify source) ____________________
General Aptitude Test Battery (GATBE) Score __________
(specify source) ____________________
Other test score - (specify name) ____________________
Score __________ (specify source) ____________________

(70) Number of Community Agencies from whom Youth and/or his family have received services ______ (70)
1. None   5. Four
2. One   6. Five
3. Two   7. Six
4. Three   8. Seven or more

Indicate type of services received by checking below.
☐ Public assistance
☐ Other welfare services (specify) ______________________
☐ Health Services
☐ Public Housing
☐ Legal Services
☐ Vocational Rehabilitation services
☐ Other (specify) ______________________________________

GENERAL APPEARANCE

1. Excellent
2. Good
3. Fair
4. Poor

INITIAL REFERRALS:

PROFILE:

(71-72) Charge
(See Coding Guide) _____ (71) _____ (72)

(73) Family Income _____ (73)
1. Below 2000
2. 2000-3000
3. 3000-4000
4. 4000-5000
5. 5000-6000
6. 6000-7000
7. 7000-8000
8. 8000 or above

APPENDIX D

## EMPLOYMENT REFERRAL FORM

NAME ____________________

PROJECT NO. ________________ ENROLLMENT DATE: ____________ TERMINATION DATE: __________

| REFERRALS | | | | | | |
|---|---|---|---|---|---|---|
| No. | Date | Agency Making Referral* | DOT Code & Title | Job or Training** | Organization | Placed or Reason For Non-Placement |
| | | | | | | |
| | | | | | | |
| | | | | | | |
| | | | | | | |

*Examples:
- Crossroads
- WCEP
- USES
- Self
- Friend
- Private Employment Agency

** J = Full-time Job
J (P) = Part-time Job
J (S) = Summer Job
T = Training

| PLACEMENTS | | | | | | |
|---|---|---|---|---|---|---|
| Ref. No. | Date Began | Starting Salary or Stipend | Salary Increases and Dates | Date Left Job | Last Salary | Reasons for Leaving Job or Training |
| | | | | | | |
| | | | | | | |
| | | | | | | |
| | | | | | | |

School Status: ____________________

Counselor: ____________________

APPENDIX E

## INTRODUCTION CARD

TO ______________________________

ADDRESS ______________________________

INTRODUCING ____________________ SOC. SEC. NO. __________

FOR POSITION OF ______________________________

FOR EMPLOYER USE
Was Applicant Employed?
Date __________
Yes _____ Started Work _____
No _____ Reason __________

______________________________

______________________________

______________________________
(Employer's Signature)

This applicant is referred in response to your request. Please fill out the space to the left to indicate whether you hired the applicant and if so the date he started work.

______________________________
Representative

PROJECT CROSSROADS
Manpower Administration
U.S. Department of Labor
Washington, D.C. 20001
(202) 628-7885

NCCY PROJECT CROSSROADS
527-6th Street, N.W.
Washington, D.C. 20001

APPENDIX F

# EDUCATION PROGRAM FORMS

Appendix F-1: Tutors' Instructions

## CROSSROADS TUTORING--MAKING IT MEANINGFUL

The young man with whom you are working are usually "labeled" dropouts, underachievers or disinterested when in a standard classroom situation. Most of them have very negative reactions toward schooling and do not have sufficient reading, arithmetic or problem-solving skills to find good employment, nor, in most instances, can they articulate their ideas very well. You will surely find combinations of these problems as well as more individualized needs with which you must deal. The following suggestions may be of help in the day-to-day or week-to-week tutoring you will be doing.

(1) Avoid academic and educational jargon. If you haven't learned any, so much the better. The students will react quickly. DON'T TALK DOWN TO THEM. Most teachers tend to.

(2) Since these fellows have volunteered, they are to that extent motivated to gain more education. It's up to you, both in presentation of different materials and in your general attitude toward them and tutoring, to keep them combin back

(a) Some may react defensively to their lack of knowledge. Be matter-of-fact but not deprecating. Some may withdraw into silence and not want to continue a lesson; others may be overly aggressive verbally in a defensive attempt to demonstrate how much they know. BE SENSITIVE TO BOTH TYPES OF REACTION.

(b) After you have, perhaps, given a brief explanation of a concept (be it phonics or division) the withdrawers may constantly seek your help and get you to actually do the work. AVOID THIS AT ALL COSTS. But be encouraging. DON'T LEAD A STUDENT DOWN A LILY PATH WITH A SERIES OF QUESTIONS when the answer is unavoidable. Let him "mess with" the problem unless you see the frustration level creeping up. At this point, reexplain the concept briefly OR HAVE HIM EXPLAIN IT TO YOU.

For the aggressive reactor who says "I know it" before you've spoken five words, let him cope with the problem too. If he can't answer it, don't wait necessarily until he is forced to admit his ignorance, and AVOID AN "I TOLD YOU SO" position which will discourage him forever. Instead, reexplain the concept once again.

(c) Upon a student's successful completion of the work, avoid too many compliments. More emphasis on "It makes you feel good to know you've done it right without someone telling you, huh?" Reason--most of these fellows have probably been ridiculed for errors. Frustration and failure images have often come from too much dependence upon the approbation of adults and authority figures in general. Get them to stand on their own two feet in success as well as in failure, and don't pat yourself on the back about what a great tutor you are and how much the students need you (Most teachers do just that).

## PLANNING ON AN EVERYDAY (or whenever) BASIS.

1. Keep a small notebook around so that at the end of a tutoring session you can write down what was covered and how you and the student reacted to each other in the session. This will prevent reaction pitfalls at every session.

2. If you see your student only once a week, avoid trying to cram in too much material and explanation at each session. He's got to digest it first.

3. Review work from the last session by allowing him to do a few problems or read a little. Avoid reexplanation unless necessary. LET HIM EXPLAIN TO YOU.

4. After review, give your student a couple of new problems. Let him try before you explain. This is an opportunity for him to explore alternatives. (Good with specific problem-solving games.)

5. Explain briefly.

6. Allow time to work on a few more problems.

7. Sprinkle in a few more review problems (#3). Be sensitive to how much he can absorb before he needs a break. Here you can either stop completely and chat, or change to a different subject or a quick review of something he grasps well.

Again, don't cram in too much on the assumption that he'll continue working at home. The odds are 100 to 1 that he will. He'll accomplish at his own rate, but be firm because he may not know what that rate is and will underestimate his abilities. If wants a crash program for a job opening, help by all means. He'll probably accomplish quite a bit since motivation will be higher. BE REALISTIC and avoid being a do-gooder. You'll be spotted immediately.

Although this lesson plan is general, it applies to almost any subject taught one-to-one or in large groups:

1) REVIEW

2) INTRODUCTION OF NEW MATERIAL (one step beyond previous lesson)

3) EXPLANATIONS WHERE NECESSARY

4) WORK ON PROBLEMS

5) BRIEF REVIEW INCLUDING OLD & NEW PROBLEMS

6) BREAK!

Appendix F-1 (Continued)

To Tutors:

A practice sample of the High School Equivalency Diploma Test is available for the tutee's use. The sample is in five sections: 1) correctness and effectiveness of expression (grammar); 2) general mathematical ability; 3) interpretation of reading materials in the social sciences; 4) interpretation of reading materials in the natural sciences; 5) interpretation of reading materials in literature.

We hope that in administering the sample you will consider these (our) suggestions:

> Testing has been an incidence of failure for the tutee in the past. It is important that the tutee be able to approach a testing situation with confidence, to see the testing situation as a game which he can play well.
>
> The sample is primarily practice for the tutee, but secondarily an attempt to define his trouble areas.
>
> Please record results (scores) in your session report.
>
> The tutee may well find the first and second sections more difficult than the reading interpretation sections (third, fourth, fifth). We advise administering one of the reading sections first (perhaps the tutee could choose which one), then the more difficult first and second sections.

This sample is the best preparation for the High School Equivalency Diploma Test. Not only will the tutee expose himself to a wider range of experiential matter; but will also become accustomed to reorienting himself to the type of questions asked in the GED, and to the testing situation itself.

If you have any questions about the sample, the test itself, or these suggestions, ask Chris Alexander or Jim Steel.

Hallelujah! green leaves burning

1/29/69
nsp

Appendix F-2 (Continued)

## TUTEE INFORMATION SHEET

Project Crossroads
527 6th Street, N.W.
628-7885

VISTAS: Jim Steel
Chris Alexander

TUTEE: ____________________

# ____________________

PARENT'S NAME ____________________

ADDRESS: ____________________

____________________

PHONE: ____________________

DATE OF BIRTH: ____________________

SCHOOL AND GRADE: ____________________

CROSSROADS COMMUNITY WORKER: ____________________

READING LEVEL (IF KNOWN): ____________________

AVAILABLE WHAT DAYS? ____________________

RIDE NEEDED? ____________________

REQUESTS TUTORING IN? ____________________

COMMENTS:

ASSIGNED TUTOR: ____________________

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Appendix F-3:

## TUTOR INFORMATION SHEET

DATE: ______________________________

NAME: ____________________________________________________________________

ADDRESS: _________________________________________________________________

_________________________________________________________________

PHONE: (HOME) ____________________

(WORK) ____________________

OCCUPATION: __________________________________________________

IN WHICH OF THE FOLLOWING AREAS WOULD YOU BE INTERESTED IN TUTORING?

_____ READING

_____ MATH

_____ HIGH SCHOOL EQUIVALENCY

_____ SCIENCE

_____ OTHER (SPECIFY)

WHICH OF THE FOLLOWING TIMES WOULD YOU BE AVAILABLE FOR TUTORING?

_____ MONDAY 7:00 - 9:00 p.m.

_____ TUESDAY 7:00 - 9:00 p.m.

_____ THURSDAY 7:00 - 9:00 p.m.

_____ OTHER (SPECIFY)

HAVE YOU DONE ANY TUTORING IN THE PAST?

WHERE? _____________________________________________________________

HOW LONG? __________________________________________________________

WITH WHAT AGE GROUP? ____________________________________________

COMMENTS:

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Appendix F-4:

## TUTOR'S REPORT--EVERY SESSION

DATE: ____________________ TIME SPENT: ____________________

PARTICIPANT: ____________________

TUTOR: ____________________

1. Indicate specific academic work covered during the tutoring sessions. (Example: pages 53-60, Math workbook; use of who and whom.) Use the back of this sheet if necessary.

   Comments:

2. List any material or information you need.

3. Did you see your tutee or speak with him(her) outside of your usual tutoring session? ___ yes ___ no

   What did you do?

4. Suggestions for changes in general educational program:

Appendix F-5:

## CROSSROADS EDUCATIONAL RESOURCES

1. Science Research Associates (SRA)--Dimensions in Reading Series--
Manpower and Natural Resources Kit
4th--12th grade.

2. SRA--Job Corps Pilot Box Series.
Levels 1-9 (grades 4-9).

3. SRA--Computational Skills Development Kit and workbooks.

4. McGraw-Hill Step-up Your Reading Power Kit
3rd--7th grade.

5. John Wiley & Sons--Springboards Reading Laboratories I & II
3rd--6th grades.

6. SRA Reading Acceleration

7. Bell & Howell Language Master

8. 100's of paperbacks--
(several copies each of Red Badge of Courage, Moby Dick, the Scarlet Letter, and Captain's Courageous).

9. George Washington University Educational Research Project materials on transportation, basic tools.

10. Job Corps Graded Reading Selections
Levels 1 & 2 (3rd--4th grade).

11. Reader's Digest Reading Skill Builders.

12. Arco Series (list on next page).

## ARCO SERIES

| Number of Copies | |
|---|---|
| 2 | Resumes That Get Jobs |
| 3 | Playground & Recreation Director's Handbook |
| 4 | Mechanical Aptitude and Spatial Relations Tests |
| 1 | How to Take Tests and Pass Them |
| 1 | Grammar and Spelling--Simplified |
| 2 | Civil Service Handbook--How to Get a Civil Service Job |
| 1 | Janitor Custodian |
| 1 | Student Trainee |
| 1 | Vocabulary Builder & Guide to Verbal Jobs |
| 1 | Stenographer Typist (GS1--GS7) |

ARCO Series (continued)

| Number of Copies | |
|---|---|
| 1 | How to Study U.S. Post Office Schemes |
| 1 | Plumber |
| 3 | Stenographer Typist Practical Preparation |
| 2 | Hospital Attendant |
| 1 | General Test Practice |
| 2 | Mail Handler--U.S. Post Office |
| 2 | State Trooper |
| 2 | Machinist--Machinist's Helper |
| 2 | How to Pass High on Reading Tests |
| 1 | Practice for the Armed Forces |
| 2 | Laboratory Aide |
| 1 | Attendant |
| 1 | Guard--Patrolman |
| 1 | How to Pass High on Employment Tests |
| 2 | Complete Guide to U.S. Civil Service Jobs |
| 1 | Good English with Ease |
| 1 | Questions and Answers for Electricians |
| 1 | High School Equivalency |

13. Miscellaneous

    Be a Better Reader--Books I & IV
    Prentice Hall

    3 copies of System for Success--Follett

    Bookkeeping & Accounting Working Papers & Study Guides--Southwestern Publishing Company. Personal Typing in 24 Hours--Gregg Publishing Company. Rand McNally Atlas--indexed. General Business Manual & Workbook--South Western Publishing Company. Computer Programmer--Sample tests for IBM, UNIVAC and NCR. Widening Views--Reading text and workbook. Copies of Sports Illustrated, Readers' Digest, Hot Rod, etc.

14. Job Corps GED--a programmed course for preparation for General Equivalency Diploma.

15. United Progress, Inc., of Trenton, N.J., GED Course of Study.

Aerial Picture of Downtown Washington
14 February 1968
Courtesy of Downtown Progress, Inc.